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ABSTRACT

Each of the seven case studies in this report describes the school and community, the implementation of Individually Guided Education (IGE) programs, and home-school-community relations programs and activities, and analyzes the home-school-community relations programs and activities. The selection of the seven schools was primarily based on the presence of at least one exemplary home-school-community relations program or activity in IGE schools serving communities of varying socioeconomic composition. The cases stress home-school-community relations at the school site. The principal methods utilized were open-ended interviews and field observation. The cases provide a data base for further conceptual-theoretical analysis as well as practical examples of exemplary home-school-community relations at the school site, particularly in IGE schools. (Author/MLF)

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Theoretical Paper No. 64

THE IMPLEMENTATION OF IGE AND RELATED HOME-SCHOOL-COMMUNITY RELATIONS PROGRAMS AND ACTIVITIES: SEVEN CASE STUDIES

by

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Report from the Project on Home-School-Community Relations

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WISCONSIN RESEARCH AND DEVELOPMENT CENTER FOR COGNITIVE LEARNING

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The mission of the Wisconsin Research and Development Center for Cognitive Learning is to help learners develop as rapidly and effectively as possible their potential as human beings and as contributing members of society. The R&D Center is striving to fulfill this goal by

- conducting research to discover more about how children learn
- developing improved instructional strategies, processes and materials for school administrators, teachers, and children, and
- offering assistance to educators and citizens which will help transfer the outcomes of research and development into practice

PROGRAM

The activities of the Wisconsin R&D Center are organized around one unifying theme, Individually Guided Education.

FUNDING

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PREFACE

The writing of these seven case studies fulfills two major purposes: (1) to describe the implementation history of different IGE elementary schools and their home-school-community relations programs as they relate to the implementation history; and (2) to report exemplary programs and activities that bridge the gaps among home, school, and community in the seven school communities. Great efforts have been made to assure socio-economic, cultural, and geographic differences in the seven research sites. This preface will explain the research in the context of the Home-School-Community Relations Project at the Wisconsin Research and Development Center for Cognitive Learning. Specifically, we will discuss the project history, the literature review and the methodology; and finally we will preview the cases in the volume.

A program of home-school-community relations is one of IGE's seven components. However, it is a component that has received research and development attention later than most of the other seven components. In effect, the project has conducted case studies to determine the status of home-school-community relations in the field while concurrently planning basic research about the nature of home-school-community relations in IGE schools. These seven case studies have provided useful ideas for practitioners as well as stimulating questions for researchers.

The original impetus for conducting case study research came at the Center's 1973 fall National Evaluation Committee session chaired by Dr. Frank Chase. During the program review of the home-school-community relations component, Dr. Chase introduced the idea of conducting case study research to gain an understanding of the conditions in the field, report implementation histories, and survey the status of home-school-community relations programs and activities.

Part of the difficulty in starting a new research and development venture is to attempt to establish the conceptual underpinnings. Through field work, reviews of the literature, and knowledge of a field in educational administration known as the politics of education, Principal Investigators B. Dean Bowles and Marvin J. Fruth have defined effective home-school-community relations as a political process with two principal functions (Klausmeier, Rossmiller, & Saily, 1976):

1. The resolution of actual and potential conflict in the school community and among its various subpublics, and

2. The allocation of scarce economic resources, the selection among differing social values, and the distributions of unequal political power through both policy and practice to various educational objectives for the benefit of the several subpublics.

PROJECT HISTORY

The original IGE implementation guidelines devoted relatively little space to home-school-community relations, simply stating that parents should be involved in the implementation process. The home-school-community relations component at the Wisconsin Research and Development Center was created in January 1973, to help fill the void in theory and practice which was readily admitted by Center personnel. Dr. Marvin J. Fruth was the first principal investigator of the project. Richard Moser served as his first project assistant. Together they began attempting to map the literature in home-school-community relations. Dr. B. Dean Bowles joined the project in the fall of 1973 along with four project assistants. By that time, several milestones had been articulated for a five-year (1973-78) research and development effort. The milestones are as follows:

1. Develop an overall model of effective home-school-community relations through exploratory and later verificational research. Completion date, 1978.

2. Develop a set of consumer materials complete with a manual and tangible resource units. Completion date, 1978.

3. Write a "state of the art paper" designed to map the literature in the home-school-community relations field. Completion date, 1978.

4. Conduct and document a set of case studies on the place of home-school-community relations in the implementation of IGE. Completion date, 1976. (This document.)

5. Write a series of practical papers addressing the major problems in the field and reporting exemplary ideas and practices to help solve those problems. Completion dates, 1975-77.

As one can see from the milestones above, the project is making a sincere effort to bridge the gap between theory and practice. In addition to the milestones above, several dissertations relating to the development of the model have been conducted and are available as technical reports and several others are under way; they will result in technical reports to be socioeconomic differences, geographic differences, ethnic makeup, and implementation histories. Eight schools were selected for research. One of the original eight later dropped out of the research process, leaving the research team with seven field sites.

Entry at the sites was made on the basis that project members wanted to interview staff members, parents, and people in positions of school-community leadership in order to gather a history of the implementation of IGE and to identify exemplary home-school-community relations programs and activities. In all but one case, two project members conducted the field research. This double entry allowed field members to debate and sharpen the narrative gained from respondents. In four cases, a second round of interviewing further detailed the initial impressions from the field. In all cases, two respondents were selected from each research site to read preliminary drafts of the case studies to verify the factual and

substantive content. In several instances, respondents pointed out weaknesses and inaccuracies in the data and suggested ways of improving the case studies. The final stage was to substitute fictional names in the case studies, as had been promised to respondents.

Each of the following case studies follows the same basic format. The first section highlights the socioeconomic background of the community, the district, and the school community. The implementation history follows, tracing the initiation of the idea for a change through the first year or two of IGE implementation. The next section describes specific programs and activities which were the nexus for home-school-community involvement in the implementation process. Finally, a section that details the problems and pitfalls the schools had in implementing IGE closes each case study.

CASE PREVIEWS

It might be useful to summarize each case study to allow readers to get a preview of the material to follow. Rural City is a small rural area that saw IGE as a way of upgrading instruction at the elementary level. Key elements in IGE implementation were close personal ties among administrators and staff members and the community, and a high degree of trust shared among the school personnel, board of education members, and parents. Strenuous efforts to insure a smooth program in Rural City insured happy children, who in the final analysis served as the ambassadors of a good program to the parents. Kennedy Elementary School is in a middle-class school community which had numerous problems during the first year of implementation, though not directly related to the IGE model. The dedication of the staff and a set of parents committed to the IGE concept helped get the school through its difficult first year. Kennedy later developed into a truly exemplary IGE elementary school. Metropolitan Elementary School is another story where the school faced serious problems during its first year of IGE implementation. There also the hard work of the staff and principal helped carry the program to parents and insure a successful implementation. In Whitney Young Elementary School, composed mainly of poor black students, IGE was the focus of a developmental effort to reconstruct the educational program. The startling educational gains of the students and the energetic programs and activities at the school helped smooth a successful implementation history. Truman Elementary School is in another predominantly black district that adopted IGE and the multiunit school as published by the Wisconsin Research and Development Center.[2]

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[2]Completed dissertations include:

Klenke, W. H. An exploratory case study of the multiunit school and the instructional programing model: Power, resources, values. Technical Report No. 349.

Lake, R. V. An analysis of a home-school-community relations program in an IGE school. Technical Report No. 395.

Krupa, W. E. An analysis of home-school-community relations activities in IGE schools. Technical Report No. 369.

Miles, W. R. Home-school-community relations as a political process: Four exploratory case studies of the implementation of individually guided education (IGE) and home-school-community relations. Technical Report No. 360.

LITERATURE REVIEW

All of the project members over the past three years have continually analyzed the state of the literature in the home-school-community relations field. Their findings are reported in the Research and Development Center Theoretical Paper No. 61: Home-School-Community Relations: The State of the Art. The major implications of the previous research efforts indicate that the field is singularly lacking in education research on substantive topics and hypotheses development. Books written on home-school-community relations have generally taken a functional viewpoint, viewing school-community relations as an administrative task of trying to relate the school's program to the community through a "cookbook" approach (see Davis, 1973). These texts have mostly highlighted programs and activities through a public relations orientation.

The dearth of available substantive research on home-school-community relations, particularly in the implementation of new programs and how that implementation relates to the community has led to the development of a conceptual need for in-depth case studies reported in the volume.

METHODOLOGY

Early in the project development a decision was made to focus on the school as the unit of analysis. Given the more than 1500 IGE schools listed in the Multiunit School Directory in 1973, project staff members were faced with a selection problem when they began to consider how to identify informative and exemplary research sites. Telephone calls to state IGE coordinators produced lists of several schools, each with different programs, socioeconomic backgrounds, geographic regions, etc., to form a base. From their nominations, project members selected fifteen schools in seven states. Final selection was made on the basis of some prior knowledge of the school sites, part of a developmental effort. They modified the focus of IGE in attempting to share decision making with the family, staff, and the community. South Morris Elementary School is an example of a new school opening up with a new program in the wake of adverse publicity. The principal and staff won over the parents to the program only through effective two-way communication programs and activities. Woodrow Wilson Elementary School's story centers on demands from parents for more accountable school data. Instructional programming for the individual student and objective-based curriculum provided the bases for an accountable student profile.

Dissertations in progress include:

Bartels, L. I. Supports and constraints to developing or improving a home-school-community relations program in an urban environment.

Karges, M. L. The development and refinement of a model for a home-school-community relations program.

Liechty, T. A. Citizen participation in educational systems.

Raskas, H. I. Alternative models for citizen involvement in educational decision making.

SUMMARY

Each case is different and unique, yet each case has similarities which the reader will undoubtedly identify. Project members are convinced that effective home-school-community integration into decision making, two-way communication, and making the implementation efforts tangible and visible are the important factors of successful implementation of Individually Guided Education. The project hopes to open a research dialogue with interested implementors and university personnel on the critical variables in this type of research. In addition, the project wanted to share the practical ideas of these exemplary schools.

The case studies reported herein were conducted by B. Dean Bowles, Marvin J. Fruth, William H. Klenke, Thornton A. Liechty, William R. Miles, and Howard E. Wakefield. In addition, William R. Miles conducted follow-up interviews in four of the sites and William H. Klenke conducted follow-up interviews in two of the sites. William R. Miles had the task of writing the final drafts which were edited by B. Dean Bowles, Marvin J. Fruth, and Elaine Fritz.

ABSTRACT

"The Implementation of IGE and Related Home-school-community Relations Programs and Activities" (Theoretical Paper No. 64) is composed of seven case studies of home-school-community relations. More specifically, each case describes the school and community, the implementation of IGE programs, and home-school-community relations programs and activities, and analyzes the home-school-community relations programs and activities. The selection of the seven schools was primarily based on the presence of at least one exemplary home-school-community relations program or activity in IGE schools serving communities of varying socio-economic composition. The cases stress home-school-community relations at the school site. The principal methods utilized were open-ended interviews and field observation. The cases provide a rich data base for further conceptual-theoretical analysis as well as practical examples of exemplary home-school-community relations at the school site, particularly in IGE schools.

I

RURAL CITY ELEMENTARY SCHOOLS

The implementation of IGE in Rural City is an excellent example of how experienced administrators who are lifelong residents and trusted by the community can successfully change over the organizational pattern of elementary schools with little difficulty. IGE was often represented as something like the multi-aged rural schools that many parents had experienced in their education.

Norman Sorenson and Rose Gethryn orchestrated implementation efforts in Rural City with considerable aid from school superintendent Dan Roridan, then from his successor Ted Abbott. The methods of communicating IGE to parents included newspaper coverage and large group meetings, but centered around one-to-one communication--teacher to parent, administrator to parent.

As might be typical of a rural environment, there are few if any issues of great concern in Rural City. If problems arise, they are quickly handled by informal dialogue and thus rarely surface into open confrontations.

COMMUNITY AND SCHOOL DISTRICT BACKGROUND

The City and Surrounding Areas

Rural City has a population of about 2,500. Since Rural City is the county seat, the courthouse, hospital, and an older citizens' home are located there. Rural City is located on the Caton River, which more or less splits the city in half. The actual city consists of a shop-lined main street surrounded by residential areas. It might help to document the rural quality of Rural City by noting that there is only one supermarket in the city, and there are no stoplights.

The major occupations of residents of Rural City are service industries oriented to the farming community which surrounds the city. There is no industry located in Rural City other than the shops and services required by the farming industry.

The surrounding farm communities are clustered around three rural crossroads townships--Rosette, Elm Hollow, and Cedar Crest. Each of these areas has a four-room school and feeds into the Rural City Joint School District. Each plays an important part in this case study. The Rosette area is a small dairy farming community which has a preponderance of Swiss descendants. One Rosette resident maintained that the pioneering families knew each other in the Berne, Switzerland, area and immigrated on the word of the first two settler families. The adults of Swiss origin there now are

generally second- or third-generation descendants. The Elm Hollow area went through a transition from small to larger farms in the later 1960s and now has more beef farming than dairy farming. Cedar Crest is dominated by a few very large (over ten children) families with large farms. There isn't much of a residential settlement in any of the above towns. Rosette and Cedar Crest each have a school and a church, which give the crossroads some semblance of community.

People in Rural City seem to operate in a relatively homogeneous value system. The ethnic origins of the area are predominantly Northern European. The area was first settled by English and Pennsylvania Dutch immigrants, followed by a heavy influx of Catholic Irish and Germans. Norwegians and Swiss settlers came to the area later. The Swiss brought over the cheesemaking trade and settled into dairy farming. The Protestant ethic seems to prevail. A large number of Rural City High School graduates go on to further schooling.

Politically, Rural City is considered a conservative community. It continually reelects a conservative Republican to the state senate. Until recently, Democrats and liberals have been rebuffed in their attempts to gain office. One of the local newspaper owners happens to be a Democrat, and her supposed liberal attitudes are tolerated as one might tolerate a local gadfly from the mainstream of thought.

Rural City's educational philosophy can best be capsulized by saying that it wishes to do its best for its children. Residents feel that theirs has been one of the more innovative school districts in their part of the state in the last ten years. For example, the high school implemented a modular schedule program six years ago. Rural City is one of a very small number of districts in that region in which there are IGE schools. It would be wrong to misconstrue Rural City's educational philosophy into a liberal-conservative philosophical continuum. Rather, educational innovations are good if they're good for the kids. Child-centered approaches are the best ways to initiate change in Rural City.

School District History

Rural City School District is a unified district which serves approximately 1,300 students. Unification occurred in the late 1950s when three rural four-room schools were merged with the city schools to form the joint school district. These smaller districts, Rosette, Elm Hollow, and Cedar Crest, had just built new four-room school facilities. The Rural City District system took them over as a part of the district plan operation, taking over their indebtedness as well. Not all of the rural people welcomed unification with the Rural City district. The rural schools served as the center of social activity for their communities. Many of the farmers were suspicious of the larger district and regretted their loss of autonomy.

The school district superintendency in Rural City was dominated by Mr. M. T. Myer for twenty years until he retired in the middle 1960s. Myer was evidently several administrators rolled into one, including a business manager, building principal at different times, and so on. He is remembered as being an authoritarian administrator who had the reputation of running a tight ship. The high school principal, Anthony Hughes, succeeded into the superintendency and evidently tried to loosen up the tightness of past administrative practices. Hughes served as both high school principal and district superintendent. He is credited as being the individual most responsible for bringing modular scheduling into the high school in the late 1960s. Evidently, however, he couldn't take some of the community pressure

that a school superintendent has to handle, because he abruptly resigned his position in an open meeting in the spring of 1971 over the issues of his handling of the school lunch program, high taxes, and his salary. Hughes went on to a high school principalship elsewhere in the state.

Since July of 1971, Rural City has had two different superintendents. Dan Roridan held the post for one year, from July '71 to June '72. He was a pivotal person in the introduction of IGE in Rural City. Roridan resigned his superintendency to complete his residency for a Ph.D. degree. Roridan is very well thought of in Rural City. Ted Abbott succeeded Roridan in the superintendency and is still at that post.

Rural City has been fortunate to have little significant tax rate change in the past three to four years. Their equalized value figures look like this over the last three years:

> Equalized value per child in 1973-74 was $45,632/child.
> Equalized value per child in 1974-75 was $54,353/child.

Enrollments have been dropping in the last three years at the rate of forty to fifty children per year. The Rural City district has had three stable years for finances, however, because of a declining debt service and increased aid due to the state's equalization policies plus some sound budgeting policies.

Rural City's board of education has nine voting members. They are elected for three-year terms on a rotating basis. There seems to be an informal agreement to representational voting areas. That is, there seems to be one voting member from each of the three outlying areas, not by policy or law but as an assumed arrangement. Incumbent board members usually run unopposed for reelection. One individual just completed twenty years on the board. Another board member held the unofficial Rosette position, which had been in the family for at least fifteen years and included duty on the Rosette School Board before reorganization occurred. The large number of board members makes it difficult for the board to become factionalized.

The style of the board seems to be that they rely on the superintendent to be an educational leader who will make proposals after thorough background work. The board likes to be kept informed of developments, but they rely on their administrators to run the schools. Board members are free, however, to respond to particular issues in a form of conflict resolution. When a particular constituent calls a board member with a complaint, the board member calls the superintendent. He may, in turn, call on his line administrator to handle the issue. The superintendent will tend to report back to the board member within twenty-four hours on the issue raised. The need for this method of conflict resolution doesn't usually come up more than three or four times a year.

There is a teachers' association in the Rural City district. Teachers are organized with association leadership resting in the junior high school. The association, however, does not seem to be a powerful political force either in the school or the community and did not offer any resistance to the introduction of IGE into Rural City.

It might prove illuminating to analyze Rural City's organization history before looking at IGE adoption and implementation. There were four elementary schools in the Rural City school district as well as a one-room kindergarten school. An elementary school was located in each of the three outlying rural units and one was located in town. Prior to IGE, each of

those elementary schools was run as a self-contained unit drawing upon the local population from the surrounding farms or city. When the small farms were consolidated into larger farms in the latter 1960s, many school-aged children moved away. Also, the declining birth rates undoubtedly caught up to Rural City in the latter 1960s. One sees the dilemma of townships with a neighborhood school policy and relatively new schools, faced with declining enrollments. Remember that each of the three rural units had built a new school just prior to reorganization and unification in the late 1950s.

Bus routing was one of the tasks handled by the elementary principal, Norman Sorenson. Sorenson was elementary principal in Rural City for ten years prior to his retirement in June 1974. Prior to this administrative post, Sorenson was a junior high school social studies teacher and high school football coach. He is a very likable person, well respected in the community. He was born in Rural City and returned to teach there. By 1971 he had lived in the community for nearly thirty years, knew everyone, and had built especially good contacts through coaching football. Mr. Sorenson was ably assisted by Rose Gethryn, the elementary supervisor who also retired in 1974.

Miss Gethryn had also been born in Rural City and returned there to work for thirty years. For many years she was the county elementary supervisor, traveling to the rural one-room schools and serving as administrative liaison between the county office and the schools. Miss Gethryn's position was incorporated in the Rural City reorganization in the late 1950s. She very nicely complemented Mr. Sorenson's personality and job viewpoint. There seemed to be unwritten job descriptions for Mr. Sorenson, Miss Gethryn, and administrative higher-ups which resulted in Sorenson handling the public relations aspects of the job--conflict management, meeting with parents, teachers, etc.--and Miss Gethryn handling the classroom teacher supervision, book ordering, etc.

The elementary school teaching staff seems to have remained fairly stable. Most of the staff are women.

IMPLEMENTATION OF IGE

The point of initiation for IGE in the Rural City school system rests with the former superintendent, Mr. Roridan. According to some board members, he was hired with the mandate to "shape up" the elementary schools. He was not hired to bring in IGE. Roridan maintains that he felt he was hired with the task of evaluating alternatives for the elementary schools. One of those alternatives was IGE. The district's inservice theme for the 1971-1972 school year was an analysis of the elementary school situation. What factors called for an analysis of the elementary schools?

There are probably many different answers to that question. One reason certainly was the bus routing problem in filling up the rural schools, especially the Rosette school. Mr. Sorenson was forced to have children ride forty to fifty minutes each way to justify keeping the Rosette school open. Another reason centered around a desire for some innovation at the elementary school level to keep pace with the innovations in the high school. A final reason was that Hughes, the superintendent prior to Roridan, supposedly had left a list of district priorities, number one of which was upgrading the elementary schools.

Awareness of IGE

Rural City's first formal contact with IGE came when Roridan called Fred Trist, the IGE coordinator at the Department of Public Instruction (DPI). Roridan maintains that he, Mr. Sorenson, and Miss Gethryn were only looking at a variety of alternatives, one of which was IGE. They looked at multi-aging, team teaching, nongradedness, but IGE seemed to have each woven into it.

In late summer of 1971, the board of education approved a search into alternatives for the elementary school program. Bob McCarthy and Fred Trist from DPI visited early in the fall with Roridan, Sorenson, and Gethryn. In October 1971, Mr. Sorenson and Miss Gethryn attended a nearby IGE awareness conference. Subsequently they also visited nearby IGE schools.

Roridan should not be seen as the sole protagonist for IGE in Rural City. As discussion seemed more and more to be centered on the IGE program, there were two key individuals who needed to be convinced--Mr. Sorenson and Miss Gethryn. What convinced them? Sorenson was already feeling the pressure of the bus routing problem. In order to keep the neighborhood elementary school policy, he was faced with a possible need to close a classroom out in Rosette while renting one or two classrooms from the parochial school in town, and he knew that the board of education did not want to do that. An elementary reorganization would result in new bus routes and better use of existing facilities. Roridan later stated about the convincing of Sorenson, "I sold him on the bussing and the instructional program." Miss Gethryn evidently fell into line more on the soundness of the Wisconsin Design for Reading Skill Development, an IGE program, and the realization that things needed to be shaken up once in a while.

The board of education members had been kept informed periodically by Roridan about the progress of the elementary reorganization investigation. In January 1972, Roridan accompanied two board members, Fred Tipton and Rod Schmelzer, the unofficial representative from Rosette, on a visit to a nearby IGE elementary school. Schmelzer's early commitment to IGE proved pivotal in winning over the Rosette area.

Commitment

By the end of January 1972, no formal commitment had been made to implementing an IGE program in Rural City. However, Roridan definitely was orchestrating movements toward that end. He, Sorenson, and two teachers, Kerry Trent and Bobbie Marco, attended a superintendent/principal/teacher IGE workshop in January.

Subsequently, Roridan arranged for Mr. Trist to come to Rural City once a week and teach a class on IGE to interested teachers. The class ran from February to May 1972. Teachers had to pay a $25 registration fee, but were awarded credits on their salary schedule for possible pay increments. Although attendance was voluntary, all of the elementary teachers in Rural City attended the class except those who were going to retire that spring. Also, two teachers from the parochial elementary school and two members of the high school staff attended the inservice class.

Information to Parents

The weekly newspaper began to focus on IGE as a news item in early 1972. A February 3, 1972 article outlined IGE as an instructional program

and mentioned the inservice class and various meetings that had been attended. A March 9 article followed up on the inservice class, discussing some of the teachers' activities there. A March 23 article discussed IGE in terms of teachers attending the class "in preparation for implementing an Individually Guided program of instruction for the elementary school youngsters."

That article also called for parent attendance at an IGE informational meeting to be held at the final inservice class on March 27 in the junior high school. That March 27 meeting was attended by approximately 150 parents. The meeting began with an IGE overview by Mr. Roridan. He then broke the group into small groups clustered around teachers.

If there was any agreed-upon "sales pitch" to promote IGE in Rural City, it was that IGE meant that kids could compete better among themselves in a multi-aged setting. Children were the primary focus of parental attention, therefore it should be emphasized that IGE was good for kids. Continuous progress and multi-age grouping became translated into analogies to the one-room school and competition among intellectual peers rather than age peers.

School Changeover

The Elm Hollow Elementary School was chosen to implement IGE first, starting in the fall of 1972. Elm Hollow is a four-room rural school with an adjoining gym/multipurpose room. Bobbie Marco, the unit leader there, has been teaching in Rural City for approximately twenty years. Her mother had been a teacher before her. Bobbie evidently was selected to become unit leader on the basis of her enthusiasm for IGE, her leadership ability, and her rapport with the community.

Prior to the fall implementation in May of 1972, teachers at Elm Hollow had a trial run IGE organizational arrangement for three weeks. Why was Elm Hollow Elementary School chosen? Of the three outlying rural schools, it had the best potential unit leader, Bobbie Marco. It also had the weakest rural centeredness in the community. Parents in Elm Hollow identified more with the city of Rural City than with the actual Elm Hollow area. By the end of the spring semester 1972, a genuine commitment to trying IGE had been made by teachers, administrators, and board members. A wait-and-see posture had been taken by parents. One of the parents later mentioned the typical attitude taken toward the implementation of IGE in this way: "Well, Mr. Sorenson and Miss Gethryn are the educators; if they say it's a good program, it must be okay."

Teachers at Elm Hollow were brought in for three days of IGE preservice activity prior to the actual opening of school in the fall of 1972. Parents were invited to attend the last preservice session prior to school's opening. Elm Hollow was to open with the ninety children who would be in grades one, two, and three at Elm Hollow and from the city. Cedar Crest and Rosette Elementary Schools remained essentially the same for the school year 1972.

How did the first semester of IGE implementation go at Elm Hollow? By all acounts, IGE implementation went very smoothly. Good school-community contacts continued through the Elm Hollow Elementary School the fall of 1972. Parents were encouraged to visit the school and attend classes during Education Week. In addition, an Open House was held so that not only Elm Hollow parents but all parents who were interested in the IGE program could attend and talk to the teachers.

When did the Elm Hollow parents actually accept the IGE program? Most observers feel that by the November 1972 Open House, parents were satisfied with the program. The overwhelming answer to the question of why they had accepted IGE was that children came home happy and satisfied with their educational program. Perhaps the well-known Hawthorne effect was at work here; but the actual reason for acceptance may be that the teachers had been thoroughly trained and had had trial periods of IGE implementation, and had therefore carried it off successfully.

The Elm Hollow parents had read newspaper articles on IGE and had probably talked informally with school leaders like Bobbie Marco, Norman Sorenson, or Rose Gethryn. They had been to an informational session the previous spring in which they were included in preservice activities so that they were fully aware, if they wanted to be, of the IGE program. A decision for the Rural City elementary schools had been made long before any formal school-community contacts. However, a combination of the interpersonal contacts of a rural setting plus a great feeling of trust, particularly in Mr. Sorenson and Miss Gethryn, also helped the program's acceptance.

Rosette and Cedar Crest Changeovers

One of the perhaps hidden items on the agenda of implementation of IGE in Rural City was that the neighborhood or rural school ties would be broken. How could it be hidden? As far as can be ascertained, no mention of breaking up the neighborhood patterns had been made prior to a series of public meetings in the spring of 1973. Mr. Sorenson was concerned about the bus routes and knew that shifts were going to be made. However, the loss of rural school identity and the fact that children might have to be bussed at some distances was never publicized during the initial stages of IGE implementation.

The new superintendent, Ted Abbott, had come in on the middle of IGE implementation at Elm Hollow but evidently was hired with the knowledge that the implementation for the whole district would continue rather systematically. In an August 1972 board meeting, IGE was discussed and the understanding was reached that it would be implemented in Cedar Crest in 1973 if the Elm Hollow trial did not fail. Mr. Abbott knew that board members were behind the IGE program. He also knew that his predecessor, Dan Roridan, had done a sound job of laying the groundwork for IGE implementation. The fourth Rural City elementary school, located in the city itself, had been converted to a grades 5-8 quasi-middle school/junior high school when the city children started attending Elm Hollow in the fall of 1972.

The weekly newspaper also had continued its good coverage of the IGE program. In a February 15, 1973 article bylined by the newspaper's co-owner, a meeting was announced to be held in the Rosette Elementary School to discuss the fact that "Consideration is now being given to extending this system (IGE) through the third grade next year and to use it at Cedar Crest and Rosette as well." The article continues with a report of a visit to Elm Hollow and the favorable impression obtained, particularly from the reading program.

A decision had been made by the superintendent, Mr. Sorenson and Miss Gethryn to break the schools up into two grades 1-3 units in Elm Hollow and Cedar Crest, and have all the fourth graders to to Rosette. The basis for that decision was Mr. Sorenson's and Miss Gethryn's feelings that this would best facilitate the WDRSD reading program.

The Rosette Vignette

According to Abbott, "trial balloons" were put up in January 1973 through informal contacts with influential people by Rod Schmelzer, the unofficial Rosette representative, and Sid Thomas, the board president at that time, about the bussing and reorganization. The Corner Bar in Rosette evidently is a particularly good place to bring up important topics with some Rosette residents. Mr. Sorenson knew one of the Rosette influentials who could usually be found there, and through talking to him, got him to look favorably on the change, and this might have helped ease the idea of reorganization into the Rosette area.

Mr. Sorenson, Miss Gethryn, and Mr. Abbott probably selected the Rosette attendance area as the first one in which to hold their informational meetings because they knew it would be the toughest. As discussed earlier, the implication is that several families in Rosette seem to have known each other in the Old Country and had come to the area on the word of the earlier pioneer families. The Rosette school and the Rosette Methodist Church served as anchors for the farming families. The community was very active and held its activities in the school. For example, the Rosette Mothers' Club held monthly meetings, often card parties, in the school; the teachers attended and shared information about the children's progress--almost a monthly report card conference. The high point of the Rosette social life was the annual spring picnic at which baseball games, etc., would be played while the women prepared the food. The day of the picnic coincided with the final day of school, and students were released at noon to participate in the picnic. Some of these activities, though not the picnic, have been continued since the Rosette children have been reorganized into the other two schools.

The Rosette School had been the recipient in the 1950s of a large sum of money donated by a former Rosette resident, Yancy Durham. Durham moved to New York and made his money in railroad stocks and upon his death set up a trust fund with the interest money available for the Rosette Elementary School Board of Education to spend as they saw fit. With the unification process in the 1950s, the Rosette Board of Education was merged into the joint district, and the board of education took over management of the Durham Fund. The new board, however, does give the Rosette Mothers' Club some discretionary funds, usually in the vicinity of $1,000, to spend for the school each year. In addition, any money spent out of the Durham Fund--and it might involve $8,000-$9,000 per year--was spent on improvements to the Rosette school. Critics in Rosette maintained that the improvements usually only stayed there for one year, then were redistributed to other schools, thus using the Durham Fund and Rosette School as a pipeline for new materials for the school district. However, the breakdown of the Rosette social center probably formed the emotional backdrop for the criticisms heard at the February 15, 1973 meeting.

Mr. Abbott opened the meeting and made a few general remarks, followed by Mr. Sorenson. Miss Gethryn was there, as well as Bobbie Marco, the unit leader from Elm Hollow, to round out the official school ambassadors. There were also some unofficial ambassadors there that night. Three or four sets of Elm Hollow parents attended the Rosette meeting. These parents happened to include the president of the school board and also the Rural City mayor. The president of the school board evidently spoke out as a satisfied parent when asked a question in the meeting. Mr. Sorenson or Mr. Abbott gave their perspectives of the IGE program. Miss Gethryn has a favorite analogy which she uses with farming people, in which she

compared the multiunit school to the one-room rural school, emphasizing how much more we know now in order to do a better job.

The informal tone of previous meetings was continued by having questions encouraged from the forty parents in attendance. There were two or three antagonists in the meeting who kept up a persistent barrage of unfriendly questions. One of the dissidents had received information from his sister, a teacher who had a bad experience with IGE implementation in another city. Evidently the question-and-answer session broke off rather abruptly. For example, one woman asked Ted Abbott three times what the board of education vote had been on IGE implementation and the bussing reorganization without getting her question answered. Rod Schmelzer did not speak during the formal part of the meeting, but circulated during the coffee hour which followed and smoothed over the problem areas.

In retrospect, one of the Rosette teachers summed up the meeting by saying, "The fact that Mr. Schmelzer was in favor of it and talked about it to them informally probably swayed most of the people." None of the dissidents harbored any ill feelings toward Schmelzer. None of them felt that he had sold out to the city, or had misrepresented their interests. No thought was given to running someone against Schmelzer in the next board election. However, there seems to have been a unanimous feeling that the school representatives came to the Rosette meeting not to discuss the consideration of implementing IGE as the newspaper had suggested, but rather that the decision had already been made and they were there to inform them of the decision.

Informational meetings were held following the Rosette meeting at Elm Hollow and Cedar Crest with little of the ballyhoo that accompanied the Rosette meeting. However, one of the dissidents from the Rosette meeting went to each of the other meetings to, in his words, "Make sure they were telling the same story."

The reorganization plan was to make Rosette a fourth grade center, closing down one of the four classrooms there. Elm Hollow and Cedar Crest would be grades 1-3 units. One of the teachers from Elm Hollow, Emily Drainard, would be going to Cedar Crest to be the unit leader. The bussing plan to make all of this work required that all youngsters be bussed into Rural City and then rebussed out to their proper school. Even the Rosette, Elm Hollow, or Cedar Crest children who were eventually attending their own neighborhood school had to first go into the city, then back out to the school. For some of the children who might have to cross the district to attend school, it meant a forty-five minute bus ride one way. However, as a result of the reorganization in the fall of 1973, Mr. Sorenson was able to reduce the number of bus runs by one and save the board of education some money.

That fall, all elementary teachers went through three-day preservice sessions before school's opening, with particular emphasis on the Cedar Crest implementation of IGE. The new unit leader there had worked under Bobbie Marco for a year at Elm Hollow and felt comfortable with the IGE program. She had three other teachers with her as well as a paid aide. All of the fourth graders were bussed to Rosette. The teachers there were encouraged, but with little substantive help, to work together, share and get ready to implement an IGE program in the fall of 1974.

IGE Implementation Summary

A summary look at IGE adoption and implementation might be helpful at this point. The board of education hired Dan Roridan in July of 1971 with a vague mandate to shape up the elementary schools. IGE emerged as the leading alternative, primarily because of its umbrella-like inclusion of several popular innovations. Roridan persuaded the two key administrators, Mr. Sorenson and Miss Gethryn, to back IGE, then got the key board members to view it with favor. All elementary teachers were brought into the picture through an inservice class. The elementary school with the weakest rural ties, Elm Hollow, was selected for earliest implementation, and the rural and city parents of children who would attend it were finally brought into the informational program. The unit leader for that school was selected on the basis of being highly visible in the community, a twenty-year teaching veteran, the daughter of a Rural City elementary teacher before her, and most importantly, a bright, enthusiastic person. The first semester of IGE implementation went smoothly at Elm Hollow. Many influential parents seem to have ended up with their children attending Elm Hollow. The first semester was capped off by an Open House at which parents obviously seemed pleased with the operation. The new superintendent had some informational parent meetings in February 1973, and Cedar Crest was implemented in the fall of 1973. Bus routing patterns meant that the neighborhood school concept was dead in Rural City.

Key actors in this scenario were Dan Roridan for his subtle orchestration and for pushing the right people toward IGE at the right time the first year; Norman Sorenson and Rose Gethryn for their close community ties; Rod Schmelzer for his support of the educational innovation and his back-fence type of talking in Rosette; Ted Abbott for his determined effort during the second year of IGE implementation to carry through the implementation plan; and Bobbie Marco for her effective day-to-day management.

The success of IGE implementation in Rural City is a result of close interpersonal ties and trust in experienced administrators. Roridan kept the board members informed and involved by having key members visit IGE schools. Undoubtedly the board members served as informed persons with their constituents throughout the IGE implementation period. The local newspaper helped by publishing folksy, sympathetic articles. All of the public informational meetings stressed informal two-way communication with teachers and with Mr. Sorenson and Miss Gethryn--people who were visible, veterans, and trusted in the community. If there was an IGE "sales pitch" it was that IGE would mean that all children could compete on an equal basis in the multi-aged setting. Interview respondents agreed that people accepted the IGE program first in Elm Hollow and one year later at Cedar Crest by the time of the November Open House. The parents interviewed stressed the fact that their children were coming home happy, not confused, wanted to go back to school, and liked the IGE program. IGE was good for kids. There was obviously nothing fancy or slick, no movies shown or lectures given, just folksy two-way personal communication.

RURAL CITY'S HOME-SCHOOL-COMMUNITY RELATIONS PROGRAM AND ACTIVITIES

The home-school-community relations program, activities, and events are too numerous in Rural City to give more than a listing and short

explanation. Table 1 summarizes the activities. The first part of this discussion will describe several activities ongoing at the school. Finally, problems met during implementation of IGE will be focused upon as a function of home-school-community relations.

Conferencing/Book Week/Open House. Parent conferences and a change in reporting practices were initiated by Bobbie Marco, the unit leader at Elm Hollow, and discussed with Mr. Sorenson and Miss Gethryn. Ms. Marco felt that a better method was needed to focus in on individual children's progress in the WDRSD reading program. Conferences are now held at the end of nine weeks, usually at the end of October. At the conferences, parents are informed about Book Week, which is also Education Week. During Book or Education Week, parents come in for an hour in the morning, usually at 8:45 during reading skills instruction, and then go to the gym to order books for their children for future Christmas presents. Bobbie Marco initiated the Book Week practice; she says that she got the idea from a magazine.

Open House is a district-organized affair managed by the superintendent and the elementary principal. The schools are opened at night, each one on a different night. Parents attend to visit with teachers, view students' work, and generally get a feel for what's happening at school. This might be viewed as a joint parents' outing, since few husbands are free during the day to come to conferences or to Book Week.

Monthly Newsletter. The monthly newsletter contains material written by students, dates of upcoming events, and a description of units of instruction that will be taught in the next month. The unit leader is responsible for the content of the newsletter with contributions from the unit teachers. The aide has the responsibility of putting the newsletter together.

Positive Cards and Notes. Bobbie Marco at Elm Hollow initiated the idea of making "Happy Smiles" notes and sending a note home with children to tell the parents about positive things involving the child at school. She wanted to extend the concept to a positive telephone call in 1973-74. The idea was to have a policy committing every teacher to making one positive call each week to a different parent. Ms. Marco related that the policy had not been as effective as was hoped. Teachers seemed to let the idea slip.

Problems During Implementation

A key understanding central to the rural environment in the Rural City public schools is that controversial issues rarely surface. Once they do surface, they are treated interpersonally. For example, there seem to have been some hard feelings about the manner in which the Rosette IGE informational meetings were handled. However, no one seemed to question the Rosette board member's ultimate loyalty or planned to run against him.

Bussing

A group of concerns seem to cluster around the emotional attachment to the neighborhood or rural school unit, bussing, and reorganization. When individuals were asked if there were any issues in Rural City, bussing was mentioned more than any other item. The decision to bus children and reorganize the schools was made by Mr. Abbott, Mr. Sorenson, and Miss Gethryn. They based their rationale on Sorenson and Gethryn's supposition that a grades 1-3 unit

TABLE 1

RURAL CITY'S HOME-SCHOOL-COMMUNITY RELATIONS PROGRAM AND ACTIVITIES

Activity	School	Responsibility
Report Card Change --conferencing	Elm Hollow (1972)	Unit Leader
	Cedar Crest (1973)	Unit Leader
Open House	All	Superintendent/Principal
Book Week	All	Unit Leader
Open Door Policy (child observation)	Elm Hollow	Unit Leader
Holiday Programs	All	Music Teacher
Monthly Newsletter	Elm Hollow	Unit Leader/Aide
Positive Notes & Calls	Elm Hollow	Teacher/Aide
	Cedar Crest	Teacher/Aide
Community as Resource	Elm Hollow	Teacher
IGE Informational Meetings	All	Superintendent/Principal
Utilization of School Buildings	All	Elementary Principal

would facilitate the WDRSD reading program. In the reorganization Rosette became the fourth grade center and the repository for those teachers who had escaped or moved away from IGE in the previously implemented schools. An interesting feature of the Rural City bussing program is that teachers ride the buses out to the schools during the first week of classes so that children can become familiar with getting on the correct bus. There never really was a resolution of the unhappiness over the bussing situation. School officials chose to "tough out" the criticisms. There was some initial feeling among town people that they didn't want their children to attend a rural school. However, that feeling has changed into a positive feeling toward the children's education in the country. The bussing issue was somewhat tied into IGE. It was claimed that through bussing the district would make better use of its school facilities. Also, IGE implementation precipitated or came at the same time as the bussing/reorganization.

There has certainly been a change in the attachment the community has to the rural school unit as the center of social life. This has been particularly true in Rosette. As had been mentioned before, the Rosette School had a very active Mothers' Club which served a primary function as a social release from the rigors of farming life. They also sponsored the Rosette annual picnic, which, like the Mothers' Club, is no longer an ongoing activity. The school officials maintain that they still keep the school open for any group that wants to use the school for a meeting, game, etc. The Rosette school is still used as a community meeting place and hosts over ten different such activities, including a basketball team, snowmobile club, 4-H club, and so on.

General Lack of Understanding

Although not really an issue in its truest sense, there is some feeling among parents that they really don't understand what IGE is all about. In turn, they aren't all that happy with the new report card and the information that it provides. It probably didn't help to change report cards with each successive implementation of IGE, since it meant that a parent with both a second grader and a fourth grader would be receiving two different elementary report cards. No policy changes were undertaken to come to grips with this vague uneasiness about a lack of understanding on the parents' part. However, unit leaders did feel that parents were able to express their concerns at parent conference time and get a better understanding of what the program and report card were all about.

Changes in Attitudes Among Teaching Staff

This concern is certainly not a generalizable issue. It was voiced chiefly by a few school board members. Their concern is that the teaching staff is changing in Rural City. Teachers seem to be less sensitive to community needs and norms. There seems to be less participation by staff members in community functions. Teachers seem to be less tangible or visible in the Rural City community. Many teachers live out of the district and drive some distance--a half hour to an hour to get to work. This concern is probably a sign of the times rather than a concrete issue generalizable to many people.

SUMMARY

Rural City represents a community in which local norms are far more dominant than cosmopolitan norms. IGE was presented as a system which would allow children to compete with those of their own ability rather than age--a throwback to the one-room school organization. Home-school-community relations in Rural City are centered around one-to-one communication. A slick media campaign would certainly not get very far at all. IGE was accepted by the community the first semester it was started mainly because the kids were happy and not confused. Controversial issues rarely surface in Rural City. When they do surface, they are handled interpersonally, immediately and quietly.

II

KENNEDY ELEMENTARY SCHOOL

Implementation of IGE at Kennedy Elementary School in College Town is a story that illustrates how a committed minority of parents and an extroverted principal can be instrumental in bringing innovation about at the local school level. Three parents initially approached the central office administrators about instructional plans for the new open pod-style areas. The district called upon Rod Althoff, an energetic IGE principal in the district, to open the school. He did so, selecting an excellent, young, idealistic staff and continued with a variety of home-school-community programs and activities geared to communicate in the school affairs and get people involved.

Partly because of the physical separation of the three housing areas the school served and also because of serious disagreements about academic versus social growth, some of the parents came to recognize a we/they confrontation which culminated in a "safety valve" bus to take children from Kennedy Elementary School back to a more traditional school the second year of operation.

All things considered, Kennedy Elementary School comes across as a truly exemplary school in effective home-school-community relations and parental involvement. Parents uniformly reported that their children were happier at school than they ever had been; they had to struggle to keep them home when they were ill.

COMMUNITY AND SCHOOL DISTRICT BACKGROUND

The city of College Town is located on the eastern slope of Western Mountains. The city's population in 1974 was about 46,000 with a mixed racial composition--a few blacks, 11 percent Chicanos, but mostly a white population. The city's main attraction is the 17,000 student state university which is located near the center of the city. The university has grown a great deal in the last ten years. The city is not heavily industrialized, but does serve a substantial outlying rancher population.

One could best characterize the growth of the city by drawing concentric circles around the center city. In the center city, the downtown is mainly a crossroads with the commonplace shopping areas, etc., but accented by two new eight-story office buildings. One circle out would include older homes on the north side and the major part of the university on the south side. Two circles out would start the suburban sprawl which has characterized so many cities. If you drive ten minutes from center

city down one of the two main streets, College Avenue, south past the campus, you soon start to come into shopping centers, motels, and fast-food places. The south side is the side of the city that has experienced rapid growth and development, with the north side largely undeveloped, although there is some mixture of skilled laborers in the south side suburbs. Some people now live on the south side but drive to industrial sites in nearby towns. However, the population is largely made up of a professional class dominated by university employees.

KENNEDY ELEMENTARY SCHOOL ATTENDANCE AREA

Kennedy Elementary School serves three separate housing areas on the south side. Kennedy School is located in Eagle Estates. One of its inhabitants characterized Eagle Estates as being "high-quality tract housing." The development was built seven years ago, with more units still being added today. One can see that it is a new area by the size of the trees lining the streets. Eagle Estates home owners are characterized as being WASPs (White Anglo-Saxon Protestants) in their mid-thirties, perhaps assistant professors and other professionals at the university. Homes in Eagle Estates are currently selling in the $30,000-$43,000 range. There are only open spaces next to Eagle Heights. The next tract housing area is about a half-mile down the road. That area now sends its children to Kennedy only on an annual basis. If enrollments go beyond building capacity, children from that area will be the first to go to another school.

The second area served by Kennedy Elementary School is Golf Acres, which is located about two miles southeast of Eagles Estates. Houses in Golf Acres are currently selling for $40,000 and up. The ethnic makeup of the population is about the same as Eagle Estates. However, the area is characterized as being a more upper-middle class, if Eagle Estates is lower-middle class. One might find full professors and other professional people living in Golf Acres, definitely a more affluent set of homeowners. They are more likely to have older children as well as younger ones in school.

The third area served by Kennedy School is Equaine Heights. It is located on a hill about three miles southwest of Eagle Estates. Compared to the other attendance areas, the lots are larger at Equaine Heights, and many people who live there also have their horses and dogs on their property. The homes are approximately the same caliber, prices range around $35,000-$55,000. The attraction in Equaine Heights is clearly the large lots which are all separated by fences. The ethnic makeup is still the same, predominately WASPish with little if any minority representation.

School District History

In 1959, the city of College Town school district reorganized into the Ramosa school district. While today there are 46,000 residents of College Town proper, Ramosa serves 70,000 inhabitants. In the last ten years, the school population has gone from 6,500 to 15,000 students. They have three high schools now with five junior high schools, and seventeen elementary schools, four of which are one-room mountain schools. A seven-member school board serves Ramosa. They are elected to four-year terms,

two or three running every two years. Members run from and represent areas of Ramosa, but are elected by the total vote at large. Because board members have an area representation, they are called directors of one particular area. The district as a whole does not seem to be a high conflict one. In the 1973 board election, two candidates were elected without opposition, and one other incumbent had two Chicago opponents but handily defeated them.

Mr. Alan Tragne has been superintendent of schools since 1971, replacing a man who had held the superintendency the previous nine years. Tragne had worked his way up in the district with one year as a teacher, junior high principal, then through the central office, formerly holding the personnel director's position for five years, then assistant superintendent for administrative services for four years before becoming superintendent. One of the key figures in the central office, as far as IGE goes, is the assistant superintendent for curriculum, Pat Douglas. Douglas, a resident for 21 years, had taught two years, been a counselor for two years, and a principal for five years before coming into the central office. According to Douglas, Ramosa was interested in continuous progress schooling ten years ago--something they called "dynamic education." Douglas is currently leading Ramosa's efforts toward anticipating the state's accountability bill. Evidently Ramosa has been a state leader in accountability for the last few years.

IGE IMPLEMENTATION

The initiation of the IGE instructional program concept in Ramosa occurred in 1969 when /I/D/E/A/ and the State Department of Education sponsored IGE awareness conferences in the state. Wayne George, then assistant superintendent for elementary schools, took three principals to an IGE awareness conference in Capitol City. Rod Althoff was one of those three principals. Althoff went on to implement the IGE program at Eisenhower Elementary School in 1970. Canyon Elementary School also implemented the program later. Since the south side of the city was experiencing the greatest growth, plans were laid as early as 1968 for an elementary school to be built out in the suburban area. In 1968, Ramosa passed a major bond issue for future building. According to one longtime board member, the district had considered the varieties of building policies, from campus schools to neighborhood schools. They finally made a definite commitment to a neighborhood school concept for the district in 1968. The open pod-style school concept was presented initially on the basis that it would be cheaper to build. Kennedy Elementary School was being built in 1970-71 and was scheduled to be opened in the fall of 1972.

Early Parental Interest

In November 1971, a group of concerned parents met at the central administration building with Tom Forrest, the new assistant superintendent for elementary schools. Those parents included: Sherry Rikopos, Joan Benedict, and Ben Treeman. It is not a coincidence that these three individuals served as the first of the committed minority at Kennedy Elementary School. They all teach or have spouses who teach at the University. The

Treemans and Rikoposes at that time shared a back yard, and Joan Benedict lived across the street. Sherry Rikopos served as the original organizer and maintains that she made several calls to get people concerned about the building of the new school, but only the three of them met with Mr. Forrest in November. As Mrs. Rikopos said, "If there hadn't been a minority in favor, the whole system would have broken down." They talked to Forrest about the need for an alternative mode of education in the new open-style school. Mr. Forrest recommended that they visit Eisenhower Elementary School, the IGE school where Rod Althoff was principal. Subsequently, Mr. Rikopos rounded up about eight parents and visited Eisenhower Elementary School. They were very impressed, both with the instructional program and with the principal, Rod Althoff.

Principal Selection

Superintendent Alan Tragne asked Rod Althoff to take the Kennedy Elementary School principalship. Tragne maintains that parental interest in Althoff and his final selection were coincidental. Althoff was surprised when Tragne called and offered the job, because at that time he did not get along particularly well with the superintendent.

The relationship between Tragne and Althoff deserves a close scrutiny. As personnel director, Tragne originally hired Althoff as a teacher in the early 1960s. Althoff taught in the Doty Elementary School where Tragne's mother-in-law was principal. It was on Tragne's recommendation, along with others, that Althoff got the Doty School principalship. When that selection was made known, Althoff, as a teacher had bypassed four assistant elementary principals in the district, and this caused some hard feelings among those people. Later, Althoff had been handpicked to open up the pod-style open-space Eisenhower Elementary School. Tragne later related, "Rod was great at opening new buildings. The open-space concept was a revolution in Ramosa, and Rod favored the concept."

Rod Althoff had been the key figure at the school level in bringing IGE into the College Town system. He had been on a differentiated teaching staff (hereafter DTS) committee, which the central office had been supporting. As a matter of fact, inservice monies that Althoff had obtained for Eisenhower School when they went into the IGE program in 1970 were earmarked for DTS implementation by the central office. Rod is in his middle thirties and a native to College Town. After graduating from college, he had taught in another state for one year and then returned to his home state, first moving to Neely and then to College Town to teach, eventually entering administration. As mentioned earlier, he taught at Doty School and became principal there in 1964. He opened Eisenhower Elementary in 1968. Althoff is clearly admired as one who can get things done and as a motivator of co-workers. His energy and stature as a principal got him elected president of the state's elementary principals' association in 1972. His style, however, is very low key. In retrospect, the challenge of Kennedy Elementary School may have been a burden on his private life. In the past two years, he has been divorced and has suffered a three-month illness.

Kennedy Elementary School Implementation

What kind of commitment did Rod have from the central office for IGE implementation at Kennedy? Although the school was being built by early

1972, the superintendent involved Althoff in the later stages of the building planning. He made changes in the pod-style design so that another pod could be adjoined if future enrollment needs predicted it.

Mr. Althoff had a free hand in staffing the school, but could only take four staff members with him from Eisenhower School. By March 1972, he had most of his staff selected and had a meeting with them at the administration building. In April they took a vote on whether or not to become an IGE school. The result was almost a foregone conclusion; IGE won handily. At that time, they also voted on selecting the unit leaders. The newly elected unit leaders went to an IGE Principal and Unit Leader Workshop in May. The staff met informally through that spring, readying for a presentation to the parents in June 1972. Kennedy Elementary School had a great amount of staff cohesiveness, particularly during their first year. The staff adopted a nickname--the Kennedy Klan--which became a total school-community means of group identification.

The parents were formally notified of the June meeting for Kennedy parents by a letter from the Kennedy staff. At the June 1972 large-group meeting, they showed the IGE film One at a Time Together, and the Kennedy teachers put on a skit that attempted to show what the staff had in mind for the new school. Both the film and the skit got bad reviews from the parental interviews. Parents thought the film was propagandistic and the skit was childish. They did follow up the program with a coffee hour. Attendance was good at the June 1972 informational meeting, with perhaps three hundred in attendance.

Regarding the parental opinion concerning the future role of Rod Althoff and the Kennedy School, there was a minority of parents in the attendance area who favored "open-style" education. Several of the parents interviewed said that they knew that Kennedy would be an IGE school when Althoff was announced as the new principal. They assumed, as did the staff, that he would bring an IGE program into the new school. There seems to have been a minority in favor of IGE, a majority at the other end that was not in favor of the new program.

The new Kennedy staff met informally during the summer without pay. In August, just prior to school's opening, the teachers met for one week with no pay, but did receive a free lunch each day from the district. They used the district's staff psychologist in planning various human relations techniques to bring the staff together.

Fall 1972: First Year of IGE at Kennedy

Everyone interviewed agreed that Kennedy's first year as an IGE school was a rocky one. Even opening day of school was a problem. School couldn't begin on opening day because it was not quite finished. They did open up the next day, however.

One reason for the first-year troubles was serious overcrowding. The school had been staffed for 350 students, but by Christmas 480 were enrolled. Organizationally, they had planned for and staffed two units, each to have approximately 150-175 children. By Christmas each of the two units had well over 200 children.

In September 1972, Mr. Althoff formed a parental steering committee to help guide school policy by sending a letter home announcing an organizational meeting. Several of the "open education" minority leaders mentioned

earlier were involved on the parental steering committee--the Treemans, the Rikopos, the Antoinettes, and the Karys. The steering committee reported to a large group session in October 1972 on different parental organizational arrangements, PTA, PTO, etc. The group voted to have a PTO and a Parent Advisory Board (PAB). Leaders were also selected that night.

During September and October 1972, each unit had a series of parent-unit meetings that were designed as small-group informational sessions. The idea for parent-unit meetings evidently came from Mr. Althoff and the Instructional Improvement Committee (IIC). These meetings were well-received by most parents and were held on different nights so that all parents could get a chance to attend. However, one parent voiced what might be a pointed bit of criticism when he said of the parent-unit meeting, "They promised us too much, especially the Outlook and Mariner Units."

One parent, who later pulled his child out of Kennedy but actually lives right next to the school, feels that he wasn't given a chance to be represented in the parent-unit meetings. He related that members of the PAB were assigned to small groups and later represented the small group in reporting their discussion to the larger parent-unit group. This individual later said, "We got the general impression that we weren't wanted by the PAB group."

A recognition of a possible conflict between parents involving a we and they dichotomy also showed up in the selection of leaders for the PAB and PTO in the fall, 1972. According to Sherry Rikopos, many people were on the ballot for the PTO and PAB. However, it was people from the committed minority like the Treemans who got involved in leadership roles that year because, as they later said, "We heard that there were anti-IGE people and we [Treemans] decided to get involved."

Report Card Change

Althoff announced to the parental steering committee at the September organizational meeting that a top priority that fall was to consider a choice among three alternatives: (1) the district's regular report card, (2) an alternative recently developed by a district report card committee, or (3) some other alternative. The committee crystallized its report in October 1972. Their result was a long form of check-style report card with written comments. It was to be reinforced by parent-teacher conferences on Thursday afternoons. There would be no school for children on Thursday afternoon.

Air Force Major Donald White was given the task of explaining to the ongoing parent-unit meetings the need for the new reporting system. Parents later recalled that straw votes were taken at the parent-unit meetings on the conferencing/Thursday afternoon off proposed policy. In the Mariner Unit, there was about a two-to-one approval ratio. In the Outlook Unit, a parent reported that the policy passed on a seventy-five to five vote.

However, negative phone calls during October to the Ramosa central office resulted in the assistant superintendent for elementary schools, Tom Forrest, requesting Kennedy to demonstrate parental support for the conferencing plan. Observers still are not able to analyze the source of the negative phone calls. As one central office administrator stated, it may have been a few people making several calls, or a genuine expression of negative feeling on the part of many. The negativism was mostly directed

at the Thursday afternoon for conferencing. The Kennedy parental steering committee had two large meetings in October and set up a telephone network. A ballot was mailed home on November 10, 1972, asking how many were in favor of the report card/Thursday afternoon conferencing. Of those returned, 84 percent said they were in favor of the proposed change. (The survey had 285 ballots mailed, 242 returned, 84 percent in favor, 14 percent against, 2 percent no reply.) Once the report card conferencing got going in December 1972, there were few if any problems. It also helped that in January 1973, the city recreation department put on a program for children at Kennedy School on Thursday afternoon. This program served as a baby-sitting service for those inconvenienced by having their children come home early on Thursday. Approximately 75 to 100 children participate in the recreation department program. Scouts meetings now are also held on Thursday afternoons.

Overcrowding/Boundary Dispute

Several problems that surfaced the first year of IGE implementation at Kennedy were caused by the fact that the school had more children than were planned. Kennedy opened with thirteen teachers in two units and was staffed for no more than 350 children; they were planning on a pupil-to-teacher ratio of 25 children for each teacher. The school building population by Christmas 1972 was at 484.

A first solution to the problem of overcrowding was to get more staff. Special unit teachers (music, physical education, and art and the Instructional Materials Center (IMC) director) had been placed into the units as regular teachers that fall to shore up the work load. Mr. Althoff initiated contact with Mr. Forrest about the need for more staffing. At the same time, a study conducted through the teachers association showed that Kennedy had the next to highest pupil-teacher ratio in the district. Forrest was at first negative about the possibilities for more staffing for Kennedy. However, he consented to come to a meeting called by the PAB just prior to Christmas 1972. The topic on the agenda was supposed to be the need for a new pod on the building. The discussion quickly changed, however, to the need for more staff. As Forrest said later about the meeting, "The PAB, yeah, they gave me hell that night." The district's fiscal year begins in January, and he was able to deliver one and a half more staff people in January to help alleviate the overcrowded situation. The special unit teachers were removed from their regular teaching duties and returned to their specialties.

Another part of the overcrowding issue was the school's boundaries. The school was originally planned to include distinct and existing housing areas which existed or were planned in 1968. In just a short period of time, however, a development had gone up just one-half mile from Eagle Estates, where the school is located. In addition, the district experienced a shift in school population with more and more people moving to the popular southside suburban area. The district's population projections had shown no net increases projected for the next few school years. However, a considerable amount of shifting seemed to be occurring.

A PAB and PTO joint boundary committee worked from January to June to resolve the boundary questions. They were led by Bob Antoinette, who

besides being a Kennedy parent is a sociologist with an academic interest in the controversy. Virtually everyone gave Antoinette credit for engineering the agreements through the three attendance areas and in the negotiations with the central office administrators.

The joint committee met in January 1973 with Marvin Dudley, the administrative assistant to the superintendent, and Dudley asked that Althoff and the committee supply him with the data related to their analysis of the situation, the origins of the overcrowding, and recommendations for alleviation. Part of the strategy employed by Antoinette and the joint committee was to use a parental survey to demonstrate support for Kennedy and the IGE program. In a survey sent home with the children, 93 percent of those returned said that they favored retaining their child in the school with the IGE program. Seven percent said they favored taking their child out. The actual survey was worded and reported as such:

All things being equal, I would prefer sending my child(ren) to what school next year?

Responses		School
Number	Percent	
139	93	Kennedy
10	07	To a more traditional school
149	100%	

(294 families attend Kennedy school - 149 responses is a 51 percent return)

Antoinette engineered the gathering of the enrollment projections not only for Kennedy but for neighboring southside schools that might be affected. The PAB spent much of its agenda in its scheduled monthly meetings from January to March discussing alternative solutions to the problem. At one crucial meeting, one woman came with sweatshirts from six different elementary schools her children had attended, even though she had lived in the same spot.

Besides holding informational meetings, Antoinette and his committee designated key people in each of the three parts of the attendance areas for what he called "power-play actions" at key points in the debate.

Dissension developed between parents in the three attendance areas about who the school was really built for. One petition which had a hundred signatures was circulated by an Eagle Estates parent who wanted to exclude Golf Acres and Equaine Heights children so that Eagle Estates children would be given first chance to go to Kennedy, since the school was located in Eagle Estates. There was also a rumor of a petition circulated in Equaine Heights. Although the petitions were carried to a board meeting, they were not given any weight in decision making. Board members acceded to the Antoinettes as parental spokesmen.

In a series of detailed memos distributed to administrators, all of the possible variations on moving boundaries, freezing enrollments, and building onto Kennedy's existing structure were explored. A confounding element in the situation was that Rimrock Elementary School, a "sister" school near Kennedy, also had an overenrollment problem and therefore

boundary problems. The central office in-house agreement seemed to center on slight variations of boundaries, while the Kennedy PAB wanted to build a pod onto the existing structure.

In retrospect, Principal Althoff may have made a tactical error in the resolution of the issue. Early in the final phase, Althoff made a detailed report with recommendations to Dudley as he had been directed. Later reports and recommendations came from the school signed by the Kennedy PAB, and Antoinette was the real force behind those. However, the central office administrators felt that Althoff was doing some political maneuvering to attain his objective--to have a new pod built--and was using the PAB as a front. This proposition was hotly denied by the PAB leaders, however.

All of the options came to the floor of a board of education work session to which the affected PABs were invited. The resolution of the boundary dispute was an agreement that the children who started in the Kennedy program could finish, no matter what. Also, beginning in the fall of 1973, bus transportation would be provided for children who wanted to be transported from the Kennedy attendance area back to the more traditional elementary school. Superintendent Alan Tragne is given credit for the bussing idea, and observers feel that it more or less materialized on the spot. Tragne later explained that the bus could provide those people who were unhappy about the direction of the school an honorable out, as well as alleviate the overcrowding problem. Another result of the issue resolution was that a school district administrator now sits with the local county planning committee to help with long-range planning.

Feelings of the parents, teachers, and children regarding IGE implementation at Kennedy were captured in a PTO-sponsored survey conducted in April and May 1973. The survey had four areas: (1) Achievement--parental concern about achievement was not reported. (2) Student attitudes--Kennedy students seem to have positive attitudes toward themselves and toward school. Parents expressed concern over the noise level in the school and the confusion of the open setting, which was to be remedied by going to four units and placing dividers in the pods, (3) Staff attitude--Kennedy teachers reported positive, confident attitudes about their teaching situations, (4) Parent attitude--parents were reported to be most concerned about their children's performance. Fifty-four percent of those who returned the questionnaire had visited school more than twice. Actual tabulations were:

21% A more traditional school would be better.

9% All schools are essentially the same.

70% IGE is the better teaching method.

One hundred sixty-four questionnaires were returned, the return rate was 60 percent, 42 families were interviewed in addition to the mailed questionnaire.

Kennedy Elementary School Implementation Summary

Before looking at specific Kennedy programs and activities, it might be useful to look at IGE implementation in retrospect. College Town had a

history of interest in continuous progress schooling and differentiated staffing which coalesced into an IGE program at Eisenhower Elementary School with Rod Althoff as principal. When Althoff was selected to open Kennedy, he hired a young, committed, perhaps idealistic staff, which in turn worked with a few members of the community to bring the IGE concept across. School opened in a turmoil, and they had an excess of perhaps fifty percent more children than they were staffed for. The overcrowding and boundary issue problems were later resolved in a series of strategy sessions bringing together all groups in the home-school-community environment. Kennedy Elementary School's home-school-community programs and activities will be discussed before turning to the second year of operation. Table 2 lists the school's home-school-community relations programs and activities.

HOME-SCHOOL-COMMUNITY PROGRAMS AND ACTIVITIES

There are some fifteen different home-school-community relations programs and activities to discuss at Kennedy Elementary School. They will be broken down into two different categories: those that are school-related, and those that are unit-related. It is noteworthy that most of the programs and activities stress a great deal of involvement, two-way communication, and small-group interaction.

Parent Advisory Board. The Parent Advisory Board (PAB) was mandated by board of education policy. The superintendent, Alan Tragne, had brought the PAB idea with him in 1971 as a "mini" board of education--to act as a means of communication and buffer between the central administration and the parents. Each school is required to have a PAB, and there is a district PAB which serves in an advisory role to the Board of Education. In 1974 the newest member on the Board of Education was the former president of the district PAB. He may set a precedent for a new route of recruitment to the school board.

PAB's, district-wide, now have become effective pressure groups for certain schools. For example, they caused one teacher to be fired at Dudgen Elementary School last year. Kennedy's PAB certainly served as a pressure group at certain times. Moreover, the history of the PAB in Ramosa school district is not a smooth one. Several principals saw the PAB as a threatening element when they first started. Also, the PAB offers dissidents in the community an opportunity to gain a soapbox they might not have and to misdirect parental opinion. However, the general impression at the district level was that the PABs overall were an effective force for education in the district.

How was Kennedy Elementary School's PAB formed? Principal Althoff had sent out an introductory letter to all families in September 1972, outlining his concern for a need to organize parental involvement. He announced a September meeting date. At that meeting, a parental steering committee was formed to look into parental organization and forms. They also formed a subcommittee to analyze the report card situation, as mentioned earlier. That steering committee came back in October at a large group meeting with interested parents and offered alternatives for organizing. The PAB was formed that night with the PTO, and leaders were also selected.

TABLE 2

KENNEDY ELEMENTARY SCHOOL'S HOME-SCHOOL-COMMUNITY RELATIONS PROGRAMS AND ACTIVITIES

Activity	Responsibility
Parent Advisory Board	Principal
PTO	Principal
Coffee with the Principal	Principal
Slide Presentation	Principal
Parent/Visitor Procedures	Principal
Parent Volunteers	Unit Leaders
Unit Meetings with Parents	IIC
Weekly Conferences/Reporting	Unit Members
"Good Time" Notes to Parents	Happiness Unit Leader
Choir	Music Teachers
Spring and Christmas Programs	Special Area Unit Leader
Sports Program	Physical Education Teacher
Special's Unit Potpourri	Special Area Unit Leader
Monthly Newsletter	PTO Volunteer
Kindergarten Newsletter	Kindergarten Staff

What is the composition of the PAB? There are eleven members on the committee: nine elected, the principal, and one member of the PTO. The nine elected PAB members are selected from the three attendance areas, three from each. They meet monthly on Tuesday night at school. Either the principal or the president of the PAB can call a special meeting.

What is the mandate of the PAB? They are the parental body given the task of assisting with school policy. As will be discussed later, the PTO is largely a social fund-raising organization. The PAB leadership comes mainly from a committed minority of parents who were eager for a different type of educational arrangement back in 1972. For example, last year Antoinette was an instrumental force on the PAB in getting the boundary dispute resolved. Sherry Rikopos is chairman this year; the Ben Treemans have been members in both the 1972-73 and 1973-74 school years.

The PAB at Kennedy has served an overall goal of advising on school policy and serving as a miniboard of education. It is capable of playing an advocate's role before the board of education, and it can also muster brainpower and committee power, largely university based, on a given topic.

Coffee with the Principal. Principal Althoff started the idea of going out to homes to have morning coffee with interested parents when he was principal at Eisenhower School. According to Tom Forrest, the assistant superintendent for elementary schools, there may be four elementary principals going out for coffee now, but Mr. Althoff has clearly been the most successful. Although Althoff had used the coffee idea before at Eisenhower, it was certainly among the range of school-community activities planned by the staff and the IIC in the spring, 1972.

During the first year, 1972-73, Mr. Althoff ran the coffees at school. He would ask ten or twelve parents to come in on a Thursday morning around nine o'clock, have coffee and discuss schoolwide concerns and problems in that small-group setting for an hour, then let the parents in effect go to school the rest of the morning with their children. The parents were then invited to stay and have lunch with their children, then take them home, since children were dismissed at 1:00 on Thursday afternoon because of conferencing.

In the second year, 1973-74, there were only two coffees before Easter because of Althoff's illness. However, this year he has attempted to hold the coffees out in homes, rather than bringing the people to the school. The principal identifies the homes, sets a schedule, then announces it in the monthly newsletter.

What is the net effect of the coffee/discussion program? That first year it definitely allowed curious mothers an opportunity to get a "hands-on" feeling about what was going on in school. It created a cadre of mothers who had been in school to serve as rumor squelchers because they had actually been in school and could report the facts. It also served as a discussion session for those who might have questions about programs or policies. As more parents become satisfied, it may lose its effectiveness as a change orientor. Some of the staff feel that the discussion topics are too general, and that the sessions are probably ineffective, if not an inefficient use of time.

PTO. Ramosa school district has all the varieties of PTAs, PTOs and some schools with no parental organizations. The steering committee formed

in September 1972, reported three options at an October 1972 large-group meeting. Option number one was to go the PTA route with the national affiliation and so on. Option two was to be a PTO, essentially a parent-teacher organization without national affiliation. Option three was to form some alternative, lesser organized group. The large-group session voted in October 1972 to become a PTO; officers were elected that night. The PTO's first president was Herb Espinoza, one of the activists for change mentioned earlier. Nominees for PTO offices that night had to stand and give a short speech on why they wanted the office, what they would do, and how they would involve others. During the last two years the leadership of the PTO, as well as the PAB, seems dominated by university-based people.

In 1973-74, the PTO was issue oriented. Its focus was to educate and communicate with the parents. According to Bob Antoinette, "They were not going to be a fund-raising group." The PTO and the PAB seem to have generated the leadership for the boundary dispute last year. The PTO has also joined forces with the PAB in 1973-74 to investigate the year-round school concept. There is some criticism that the initial enthusiasm has worn off in the PTO, and that it has deteriorated into a typical social fund-raising group.

What activities and programs are the PTO specifically associated with? They run the father-son and mother-daughter nights. These seem to be highly successful. In the spring of 1974, 250 people turned out for the father-son night. The PTO runs a spring carnival, the proceeds of which go to the school. Last year's carnival netted $1,100, which will be used for playground equipment. It is also in charge of the annual "Back to School Night" held in the fall. The PTO sells sweatshirts that have the elementary school name on them. The idea certainly has the possibility of building school loyalty.

Year-Round School Committee. Interest in the year-round school was located in several different elementary schools in the district. The central office had encouraged several visits to other year-round schools, with the superintendent going to the Kennedy committee on at least one occasion. One school, Dudgeon Elementary School, tried to implement the year-round school, but met with too much parental and teacher opposition.

The year-round school committee was formed out of joint effort by the PTO and the PAB; it was done jointly so that neither side would feel that their territory was being encroached upon. Principal Althoff seems to have little direct input to the committee.

Parent Volunteers. The idea for parent volunteers was initiated by the PTO last year. It is a planned activity coordinated by the unit leaders and the PTO. The program was started because, as one person put it, "People wanted to learn about IGE."

Volunteers are found by having all parents fill out a "Kennedy Klan Volunteer" card when they register their child. The information is organized by the PTO, and groups are formed on the basis of what the parents indicated their chief interests and skills were. About fifty parents come to school on a regular basis; others come only when called for a specific purpose.

Is the volunteer aide program effective? It probably allowed skeptical mothers that first year an opportunity to see what was happening in school. However, there was some criticism from the parents that they spent too much time paper checking. That criticism led to the question, "What do the teachers do?" This year, the volunteers have been provided

some inservice training with more specific tasks to do. There may be more positive feelings toward the volunteer aide program this year; as one volunteer put it, "They make you feel needed." It should be noted that one of the volunteers was a 70-years-plus retired schoolteacher. Ruth came to give, as one observer put it, "a lot of love, care, and affection." Her volunteering in the school received a very favorable newspaper account this past spring.

Monthly Newsletter. The monthly newsletter is a planned activity related to IGE. The staff and the PTO coordinate their efforts through a PTO board member, Mrs. Andrea Mape, to put the newsletter out once a month. Mrs. Mape comes to the staff for possible material--nothing has ever been rejected yet. The PTO committee types the paper, edits it, and distributes it to all the school's parents. It should be noted that the central office also helps by printing it on their machines on district paper, though it is charged to the school's account.

The newsletter serves to chronicle some past meetings and events. It helps alert parents to future meetings, vacations. It also gives the principal a chance to communicate with a larger audience about some of his concerns and possible future issues.

Choir. Kennedy Elementary School has an excellent choir. The idea was probably initiated by the musically talented school principal and a young, energetic vocal music teacher. The vocal music teacher is responsible for getting the choir organized each year. Approximately 100-150 try out for the choir, from which forty are selected. Parents bring their children to school early each day of practice for thirty minutes (8:00-8:30) of rehearsal time. The choir has sung at many different places--at the college, the shopping mall, Kiwanis, the country club, etc., and many parents of children involved get out to see the choir perform as well. The choir serves as a visible public relations vehicle for the community at large. The Kennedy choir is an identified group out in the community with a good, healthy image.

Spring and Christmas Program. The special area teachers (art, vocal music, learning center, counselor, and physical education) compose a special unit and meet with each different I & R unit for planning the spring and Christmas programs for the parents. Turnout at these programs is great. Observers reported that approximately 350-400 parents attended the Christmas program in 1973. This again is a visible part of an effective home-school-community relations program.

Kennedy Sports Program. The sports program is something brand new and was just getting off the ground in 1974. The purpose is to give awards for personal athletic achievement, not competition and it is similar to the President's Physical Fitness Program. They use a very visible wall chart to publicize the program to the children. Parents are involved in the overall goal setting for the children.

Slide Presentation. In 1974 the principal and the learning center director put together a slide presentation on the history, organization, and purposes of Kennedy School. It is to be used at parent coffees, PTO, general meetings, etc. The slides are set to a student-made narrative. Central office audiovisual technicians assisted in the slide presentation development. The slide presentation also helps give strangers a better understanding of Kennedy School.

Parent/Visitor Procedures. Kennedy Elementary School receives a great number of visitors. It is a matter of policy that the door is open to

parents at all times. As a successful open pod-style IGE school, Kennedy attracts many educators to the school who might want to evaluate the program on a first-hand basis. For those reasons, visitors' name tags are color coded so that the staff knows what type of visitor is in the school. Different color codes are given to parents, visiting teachers, aides, etc. Student hosts and hostesses conduct the visitors around the school.

Unit Meetings with Parents. The IIC first initiated the idea of having parents come in by units for meetings. The unit leader coordinates each parent-unit meeting with the unit. The principal is responsible for overall coordination, but there is no effort to create a "sameness" among the units. For the fall of 1972 each unit was given the responsibility of developing a set of activities for the parents in their unit. The parent-unit meetings were held on different nights so that parents could attend the meeting for each unit they might have children in. The first year the meetings held in September were informational; they broke into small groups for questions and answers. Each unit had a follow-up meeting in October. The purpose in 1973-74 was to discuss "what we are doing in the unit," and the Hilltop Unit ran a question-and-answer session in the entire unit with experienced and nonexperienced IGE parents together. The Exit Unit had five different parents at a time twice each Thursday last fall. The sessions lasted for half an hour and discussion centered on how the parents could help out, questions the parents had, etc. This program continued for five weeks and was done with only the six year olds' parents--those supposedly new to IGE. After this five-week program, the unit started in with their regular conferencing. Response to the parent-unit meetings has been very good. However, there has only been one unit meeting in 1974, and the recommendation is that more should be planned.

Weekly Conferences/Report Cards. A district report card committee had reported in fall, 1972 that schools had three options for reporting. They could stay with the traditional report card; they could use one developed by the committee; or they could strike out on their own. As reported earlier, a Kennedy Steering Committee subcommittee suggested a long checksheet with written comments to be reinforced by periodic conferences. Tom Forrest promoted the conferencing at the central office level, but only Eisenhower and Kennedy among the seventeen elementary schools were able to convince parents of its efficacy.

The unit leader and unit staff are responsible for the conferencing with the unit leader serving as the overall coordinator. Each unit conducts its conferences according to its own preference. They all, however, send home a preconference form two weeks prior to help plan the conference content. Conferences vary in form from one unit to another. The Hilltop Unit, for example, has all the unit members conference with the parent. The Explorer Unit assigns an advisor to each child, and that advisor plus the content specialist the parent has asked to see is involved in the conference. Seemingly all the parents participate in the weekly conferencing program and have high regard for the program. There are some feelings among the staff, however, that it is proving to be quite a burden.

Special's Unit "potpourri." This activity is coordinated by the special's unit team leader. Every six weeks, the four members of the special's unit take an entire unit and divide it up into four groups (one per special teacher). Each teacher has special skills and does various activities. Some-

times they perform for the children or bring the children in their section into a skit, which that group performs for the entire unit. Many times the children from the deaf education center are also involved. Parents are not invited to these special's unit sessions, but the several who called and asked to attend were allowed to.

"Good Time" Notes to Parents. The Happiness Unit periodically sends home a note about a positive action or situation the particular child has been involved in. The aide helps in the bookwork involved.

Kindergarten Newsletter. The kindergarten staff coordinates a newsletter that goes out monthly to the kindergarten students' parents only.

SCHOOL YEAR 1973-74: KENNEDY'S SECOND YEAR

Prior to school's opening in the fall of 1973, the IIC made some decisions for a reorganization of units and a building of barriers in the pods. School had opened in 1973 with two units staffed to handle 350 children. The IIC decided to reorganize the two regular instructional units into four units with a fifth special-teachers unit made up of the Instructional Media Center (IMC) director and physical education, music, and art teachers. Each unit had four to six staff members including the unit leader.

The IIC had also decided to build barriers in the pods. The pods were designed along a Y configuration with the base of the Y being the hall going into that area. The barriers were erected at the apex of the Y so that the noise could be controlled and more privacy could be insured to each unit in their separate pods. The PTO helped fund the building of the barriers by supplying the lumber. When staff members were asked if they responded to direct parental pressure regarding the barriers, they denied it, maintaining that the teachers had made the decision to build the barriers independent of any parental pressure. However, the PTO-sponsored survey indicated that this may not exactly be the case.

Kennedy's first school year, 1972-73 had been a rocky one, fraught with developmental concerns and issues. Its second year went more smoothly according to all accounts, particularly regarding the instructional program. There were some disgruntled parents, however, who made use of the one-way bus from Kennedy to Dudgeon School. Parents from the Savannah Drive area, a block-long street contiguous to Equaine Heights, had met as a group over the summer and decided to send their children back to the elementary school they had previously attended. There was another group, however, who pulled their children out the first semester in a not-unrelated fashion. Three sets of parents from the Golf Acres area pulled their children out together. By Christmas, seven families had pulled a total of eleven children out of Kennedy to attend either Dudgeon or McShea, both known as traditional schools. These schools would have originally been their children's schools before Kennedy opened.

From a systematic survey of the parents who had made the decision to pull their children out, some striking similarities were discovered. As a group, they overwhelmingly valued a more academic approach to education and felt that Kennedy stressed social growth to the detriment of the academic program. A parent who had pulled his children out of Kennedy later said, "School was all fun and games; all we heard about was the fun teachers were having; the attitude and effort was fantastic, but no academic growth was shown. Kids were missing the basics." They felt that the new report card

didn't really tell them anything. Many of the parents were older parents and the child affected was the "baby" of the family with an older child who had achieved well in the previously attended elementary school. Several of the parents also cited personality conflicts with particular teachers. By and large, though they weren't officially organized as a group, they felt "on the short end of the organizational stick" at Kennedy. They were quite open in responding to questions about a we/they dichotomy in the Kennedy parents. They could cite examples to prove that a certain parental clique had been the motivating force behind Kennedy's direction in the past year. Staff members were sensitive about parents pulling their children out of school, and rumors were continually afloat of more parents who were going to make the decision at some point in time.

In the 1973-74 school year, the Kennedy PAB focused on a year-round proposal. They gathered data and made visits, including the superintendent in one of their trips to a nearby school that was on the year-round school program. The PAB formulated a proposal by spring, 1974 for a year-round school program at Kennedy, if the staff wanted to go along with it, but the staff is evidently cool to the idea and it has bogged down at this point.

Issues: 1973-74

The manner in which the school was staffed and the way school spirit developed around the Kennedy Klan nickname has been discussed before. Several issues that served to create mistrust and ill feeling flared up in the 1973-74 school year, particularly between the central office administrators and the Kennedy Klan. Certainly not as an end result, but definitely not unrelated to this fractious atmosphere is the culmination of the spring semester 1974 with the resignation of the principal.

The first significant issue developed in the fall of 1973 over loss of state aides and cutting of teachers. Because of state equalization policies, the district had to cut twenty-one teaching positions for fiscal year 1974, which began in January. Kennedy was to lose 1-3/4 teaching positions in the cuts. The district's teachers' association, led by two Kennedy teachers, assumed an antagonistic stance toward the cuts and the proposed budget. Association representatives conducted polls in each building asking whether members supported the superintendent. The association reported results that 75 percent did not, 25 percent did. The poll and vocal leadership taken by the two Kennedy teachers were played up in front-page treatment in the newspaper, adding to the image of Kennedy as a renegade school.

Parents later reported that they heard that the administration had asked Althoff to quiet his teachers down at Kennedy. In addition, the president of the board came out to speak to the teachers about the proposed budget cuts, and the superintendent came out later also to explain the cuts.

The second significant issue developed over a central office proposal to initiate merit pay for aides. The move toward merit pay for aides was seen by the teachers' association as the first step for all employees for merit pay. The Kennedy Klan signed an open letter to the editor of the newspaper opposing the proposal. All individuals on the faculty, including the principal, signed the letter as the "Kennedy Klan." Althoff was called on the carpet later by Tom Forrest for not backing the administrative team and for siding with the teachers. Althoff later realized that he had probably made a mistake.

The 1974 budget also raised another problem in the school-community environment. Beginning in 1973, state districts were encouraged to go to a per-pupil equalization budgeting at the building level. Schools were allocated monies according to the number of students they had, and that was to be the sole determiner of resource allocation. Ramosa began an equalization process in 1973, allocating teachers on a 1-to-25 ratio to children. In the 1974 budget they increased the allocation to 1-to-26.5. They also refined the equalization process, in effect tightening the fiscal noose around the school's neck. People at the central office blame Kennedy School for this. Mr. Forrest stated that "Parents are demanding that we get our fair share." The superintendent said "Because of Kennedy, we've been driven to equal sharing of everything." The actual vehicle for this system of equalization is the state equalization act which cut off further mill rate levies for College Town. Parents in the Kennedy area, however, do not understand the equalization procedures in the district. They feel that IGE, as an innovative program, deserves extra funding and needs to be treated as a special case. In effect, they perceive the central office as pulling back support of the IGE program, although three and four years ago, central administration was highly supportive. Some Kennedy parents did mention that they had heard other instances in the district where the central office had made promises they couldn't live up to; when probed, however, no examples could be given.

Jealousy Factor

Another issue that surfaced in the spring of 1974, but that had evidently been bubbling below the surface, has been labeled the jealousy factor. Part of that jealousy stems from the image of Rod Althoff in College Town. Althoff is definitely perceived as an innovator--a motivator, a person who gets things done. His record as a teacher in College Town clearly shows that. Also, some administrators remember how he jumped over assistant principals to get his first principalship. Many parents said that when Mr. Althoff took the Kennedy job, they felt that they were getting the "fair-haired boy" of the district and that Althoff would surely be able to bring extra funds and special attention to the school. At first he did just that; he got some uncommitted funds from Pat Douglas to send his unit leaders to a P-UL workshop, and he arranged for a $45,000 allocation including matching grant from federal funds for equipping his learning center. With the equalization process in the district and the change of heart if not conscious policy at the central office level, has come bitter feelings from the parents toward the district. In fact, by 1974 the image of Althoff as the fair-haired boy may have been turned around 180°. Tragne said that when he consults with parents about a new principal, they tell him, "Don't give us a Rod Althoff or an IGE program."

One part of the jealousy factor, then, is the favored school status of Kennedy, and the image of their principal, Rod Althoff. Another factor is the amount of traveling that the Kennedy and other pre-IGE schoolteachers did. The 1972-73 substitutes policy was to draw from a pool of substitutes, with no particular per-school allocation. That has been changed for 1973-74 however, and each school is now allowed only two substitute days per year. If Kennedy teachers want to travel to an IGE conference or go to a workshop, their colleagues have to cover for them. It should not be conjectured that the change in substitute policy was aimed entirely at Kennedy School. Evidently as a part of their agreement the district came to an understanding

with the substitute teachers that they could receive a higher wage if their total number of substitute days were paired down; thus the two subs per school regulation. The net effect of the change, however, has been to curtail Kennedy teachers' traveling this year.

It should also be remembered that only Kennedy and Eisenhower teachers have Thursday afternoon off to conference with their parents. This can cause jealousy with other teachers in the district; and Rod Althoff is associated with both schools.

Overall, the jealousy factor may be summed up by reviewing that IGE was put up on a pedestal; special favors and treatments were given. The have-nots are always going to be jealous of the haves; particularly when the community area being boosted is a middle- and upper-class neighborhood.

Central Office-Kennedy Tension

The various issues that have been discussed earlier all lend themselves to a certain amount of friction between Kennedy Elementary School and central office personnel. Part of the friction was due to the intense loyalties that developed toward Kennedy from students, teachers, and parents. The superintendent was often put on the spot in trying to work with Kennedy parents and also represent the district's interests. It seemed as though IGE had gotten special treatment before.

Principal Althoff had opened the first IGE school in College Town, Eisenhower Elementary School, and had "won" in stiff competition the DTS funds that the central office had stored for that particular project. Pat Douglas, the assistant superintendent for curriculum, now feels that the central office appeared to be too much of an advocate of IGE by actively talking it up in principals' meetings and providing extra funds for incentives. As Douglas said, "We sweetened the pot." Althoff evidently used some of that uncommitted money when he took the Kennedy job, since his unit leaders were sent to an IGE conference in the spring of 1972. the spring of 1972.

Althoff's Resignation

Rod Althoff resigned in 1974 to go into private business. The developmental job of opening a new school requires a high commitment from its personnel. It also has a high burn-out rate. When Althoff officially resigned, the superintendent asked him to reconsider. Even though they had their disagreements, Tragne was genuinely surprised and unhappy over the resignation.

Negative Connotations

It cannot be stated with any degree of certainty that IGE has a good or bad image in College Town. However, certain negative connotations were picked up throughout the interviews.

A subject that came up in nearly every interview was the fact that growing numbers of children were being removed from Kennedy School and placed on a district bus to travel to a neighboring school. The bus was provided for school year 1973-74 as a means of alleviating some of the overcrowding; it also provided a means for those parents who were set against the IGE open school to get their children to another school and not have to transport the

children themselves. This one-way bussing has created some criticism in the Kennedy school-community. Several said that if Kennedy attendance area children can be bussed out, then children who want to go to Kennedy should be afforded a bus in. Children outside the attendance area may elect to go to Kennedy only if the two principals involved agree that space is available and the move is a good one. However, the fact that eleven children had been taken out of Kennedy School since January was a rumor on which everyone seemed to dwell. Parents were especially worried about children in the upper units, in how they would adjust to the junior high schools, and about the staff in the Outlook Unit.

Another negative connotation was the idea that almost everyone had that the first year, 1972-73, had just been a horrible year for constructive discipline. It should be remembered that the school was overpopulated by fifty percent. However, the connection of a wall-less school with a lack of discipline was very definite.

Many parents interviewed wondered if there was hard academic data that demonstrated that IGE programs were more effective than the traditional programs. It might have been a function of the type of neighborhoods that Kennedy served, or it might have grown out of unresolved questions. IGE was not looked upon in the district as one alternative among many for elementary education. Rather, it was looked at as either/or type of traditional or IGE programming in the elementary schools. Possible conflicts with the junior high programs were often cited as problems or issues associated with IGE.

SUMMARY

The lack of defensiveness and openness about issues and conflict should not be misconstrued into a totally negative picture of IGE implementation at Kennedy Elementary School. Rather, the school has a truly exemplary IGE program which is widely visited. Its home-school-community relations program and activities are models of effective two-way communication.

Kennedy Elementary School is a fascinating case study of a committed minority of parents making their goals come alive. Without the parents and the principal, IGE would not have come about at Kennedy.

III

METROPOLITAN ELEMENTARY SCHOOL

Sterling represents a large metropolitan community but possesses many of the characteristics of a small isolated town. Described by the superintendent, it is an old settlement, set in a liberal democratic environment, strongly influenced by organized labor and contains a large minority population (38 percent Mexican/Spanish-American, 2 percent black). In his words, "People born here, work and die here."

Combined District #4 (the city of Sterling and several small population centers outside its city limits) maintains thirty-five elementary schools, eight middle schools, and four high schools, and services a 26,000-member student population. The teaching staff is represented in negotiations by the Sterling Education Association, an affiliate of the state and National Education Associations.

In December of 1972 and January of 1973, two high schools experienced racial-ethnic confrontation characterized by sit-ins, fights, hall attacks, and the use of uniformed police. The use of police created a specific issue in the resolution of the confrontation, since the Chicano faction wanted them out of the schools and the board of education wanted them left in. The disturbances, prior to being quieted, resulted in several arrests and jailings as well as several students being suspended.

Metropolitan's attendance area is located on the south edge of the city. It can be characterized as an older, well-established neighborhood possessing a stable adult population. One family indicated that only four families have sold their homes on their block in the past ten years. The stability of the neighborhood in the attendance area has resulted in a continual decline in the number of students available to attend Metropolitan. The declining student population has also resulted in a gradual decline in the number of staff members at Metropolitan. In 1972, an attempt was made to keep Metropolitan from closing its doors by designating it an open-enrollment school. In Sterling, a parent may send their children to an open-enrollment school if they provide the transportation. Currently the total student enrollment of Metropolitan is 332 and out of that total, one-third (111) of the students are attending under the open-enrollment policy. This is due partly to the IGE program and the excellent reputation Metropolitan has always maintained in the school system.

A second motivation for designating Metropolitan an open-enrollment school was to balance racial/ethnic ratios in the district schools. Despite this effort, the racial/ethnic characteristics of the Metropolitan student population are atypical in respect to the characteristics of the community. Slightly more than 11 percent of the student population at Metropolitan is non-Anglo (11 percent Mexican/Spanish American and less than 1 percent black).

IMPLEMENTATION OF IGE

The beginnings of IGE can be traced back several years prior to its actual implementation. In the 1960s, Herb Woods was serving as a district curriculum specialist. In that role Woods developed several kinds of individualized instructional materials for reading because, as he stated, "There just wasn't much individualized reading material around then." This desire for individualization continued to be an educational focus for Woods in later years.

In the fall of 1969, after Woods had been appointed principal of Metropolitan, a meeting was held in the state capital, where /I/D/E/A of the Kettering Foundation and the R & D Center were recruiting schools to implement IGE/MUS-E. Woods did not attend, and although five schools in the state did begin to participate at that time, Sterling chose not to begin with this group of schools. However, the talk of individualization of instruction continued at Metropolitan. Early in the 1970-71 school year Woods attended an IGE awareness session conducted by the state IGE coordinator. In January of 1971 the Metropolitan staff made the decision to investigate IGE. With that decision visitation was established for March 15 to have the staff observe two schools--one IGE school and one "open" school that wasn't IGE. The results of that visit and their knowledge of IGE prompted the staff to go with IGE. Woods stated that the staff selected IGE simply because of the structure IGE provided, which enables both the staff and the students to know where they are going and how they are going to get there. Permission for Metropolitan and four other Sterling schools to implement IGE came on March 23, 1971 as a result of board action. The parents played little, if any, part in making the decision to implement IGE at Metropolitan. Metropolitan's participation came as somewhat of a surprise to the director of elementary education and the superintendent, because just the previous year Metropolitan had attempted to organize a split classroom, grades 5 and 6, and the parents' reactions had been so strong that they both had had to attend a meeting with the parents to help the staff answer their questions and deal with concerns.

The staff's decision to implement IGE was not unanimous. Four staff members felt that they could not participate in the program. It was possible to transfer them, because at the same time, the district was implementing the middle school organization, and Metropolitan's change from a K-6 to a K-5 organization resulted in the need to transfer several teachers. Two of the four teachers transferred to the middle school, while the two remaining teachers each transferred to a different elementary school in the district.

In preparation for IGE implementation several activities were conducted for the parents and the staff. On March 25, 1971, a training session for potential aides was conducted by two unit leaders. The purpose of the workshop was to train future aides as well as to obtain a sufficient number of aides to draw upon for participation in the instructional activities of the school. Although approximately 25 mothers participated during the first semester, the school saw little use of the aides that had volunteered their time and talents. Interviews with the staff indicated that the primary reason for this stemmed from "fear" on the part of the teachers, fear generated either because they felt threatened or because they did not know how to utilize the aides. This fear was diminished when the staff observed the effective use of aides by one staff member.

In April Woods and the unit leaders attended a principal-unit leader workshop sponsored by the state IGE coordinator. This staff involvement prepared them for a series of three parent meetings in May. These meetings were established for the parents of the children in each of the three units that had been organized by the staff. Each meeting was held on a different evening so that parents that had children in more than one unit could attend any of the three necessary meetings. At this meeting the film One at a Time Together was shown, along with an oral presentation by staff members explaining IGE and what both they and their children could expect. The meeting concluded with a question and answer period. While this was the first exposure to IGE for most parents, several concerns were initially noted. First, because Metropolitan was already a "good" school, there was general resistance to change, and skepticism began to develop. Many parents also objected to the film, One at a Time Together because of the film's portrayal of the traditional school as being very inadequate in meeting the needs of children and of IGE as removing those inadequacies. It seemed to be a "slap in the face" to many of the Metropolitan parents.

However, the parents approved and all was seemingly going well. At the time when IGE preparations were being made, the local parochial school system began closing the doors of its elementary schools, and it was anticipated that Metropolitan would gain about thirty new students the following year. Woods disagreed with that projection. He felt the number of new students would be greater since one of the closing parochial schools was very close to Metropolitan.

In order to prepare for the influx of students from the parochial schools, a meeting was held in the spring of 1971 for these parents and children. This meeting had two purposes, to acquaint the parents and children with the public schools in general and with IGE in particular.

Throughout the summer informal meetings were held to begin developing plans and materials for the opening of school in September. In order to avoid duplication of effort, meetings were often conducted jointly with the staff of Lincoln Elementary, one of the other four schools implementing IGE that fall. While these meetings were aimed primarily at developing and sharing information for the operational activities of the program, sensitivity sessions were also conducted as a means of building the units and opening up communication. Communication was further developed by the staff's participation in a communications workshop conducted by the state's department of education as part of the many IGE implementation training activities provided by the state's IGE coordinator.

The First Year

With matters well in hand, school opened in September with great anticipation on the part of the parents, staff, and students. However, the excitement and enthusiasm soon waned, and frustration and despair began developing. The first frustration was that 57 students more than the projected 330 showed up the first week of school. This, in addition to the central office's unwillingness to correct the situation, proved extremely difficult for the staff and had implications for the actual instructional program. Although one additional staff member was assigned to Metropolitan, it did not sufficiently reduce pupil-teacher ratios. In order to cope with the excessively high pupil-teacher ratios, the special area teachers were converted to regular classroom instructional roles. Reorganizing some of the units was also necessary. Too many kids, not enough staff, lack of

central office support, and the growing frustration of parents and teachers soon began to take its toll. Parents became upset and anxious about the confusion and apparent lack of discipline, and the stage was set for a confrontation between the parents and staff.

In October a meeting was held with the parents to hear their concerns and to reassure them that things would get better with time and experience. Woods also began holding weekly coffees with parents to increase their confidence in the ability of the staff to see this difficult period through, and to answer their questions and squelch possible rumors. This face-to-face interaction with the parents continued through a series of twelve (four per unit) meetings held in February of 1972. Some meetings were held in the morning, some in the afternoon, and some in the evening so that every parent had an opportunity to attend.

In the spring of 1972 a further attempt was made to regain lost momentum by bringing the parents into the school and getting them involved with its activities. This attempt centered upon the writing of a health unit by parents. Although the task was headed by three parents, Woods indicates that at times there were as many as 25 parents in school working on various tasks related to the development of the health unit. During the implementation of that unit of study by the teachers, parents were also involved in the learning process. The parents felt that their knowledge of the human body was rather limited and that they too needed instruction. It was thus arranged that parents could attend classes just prior to having the children cover the same material. These classes, held in the evenings, equipped the parents for answering their children's questions and also served as an excellent vehicle for getting parents involved with the instructional activities of the IGE program. Since this unit contained an extensive section on sex education, the unit of study was only used for one year. Woods stated the reason for this was that, in addition to the sensitive nature of some of the material relating to sex, the unit was developed by parents for their own children and that it was their involvement that made the unit a success. These factors made it inappropriate to impose this unit of study on different children the following year.

With all of this frustration and parental unheaval, how did Metropolitan pull out of it; what happened to turn the tide? In order to answer those questions it is necessary to see the school from the parents' perspective. The reaction of one parent typifies that of many that first year. School was "pure havoc and I was ready to take Scott out." Things were going so badly that "the parents were about ready to march on the school." Generally, parental concerns focused on discipline, freedom, and learning. What then did turn the tide with attitudes such as these? According to Woods the thrust of the staff's activities was toward face-to-face contact with the parents, being honest and open with them, and above all listening to them; this did have its positive impact. When the question of what turned parental attitudes around was asked of a parent, she said that "even though I actively sought answers to all my questions and freely expressed my concerns, it was the willingness of the staff, particularly Mr. Woods, to listen to me and the fact that Scott became really excited about school; and I believe he is also learning."

The active involvement of parents in school-related activities also had a significant impact upon changing the direction of the PTA. Prior to the implementation of IGE the PTA was oriented toward providing social

functions for parents. It had little influence on the activities of the school's educational program, nor did it care to. Tom and Sally Habart, along with Ronald and Mary Wiggens, led a drive for a change in the focus of the PTA. The PTA's focus was to be to influence decisions related to the educational program provided to the children attending Metropolitan School. This was to be accomplished by serving in an advisory function to the school and its staff as well as providing an additional source of money. A new constitution was written jointly between the outgoing "social" group that had formerly been in control and Tom Habart. The new constitution posed a problem for the local PTA because it was not consistent with the guidelines established by the national PTA. Although the constitution was submitted to the national PTA for approval, the parents were willing to abandon the national PTA if they failed to approve their new constitution. The local PTA has yet to hear from the national PTA and is operating under its new constitution. It has limited its general meetings and concentrates on getting parents involved in fund-raising and school-related activities. The PTA board meets monthly; it is composed of eleven representatives: three teachers, four male parents, and four female parents. Herb Woods, as school principal, is also a board member. All board members, including Woods, have a vote on all issues. No husband and wife may serve simultaneously on the board. The fund-raising events of the PTA are generally carnivals, raffles, garage sales, and flea markets.

In addition to the activities being conducted at the school level, the central administration assisted in resolving the conflicts by supporting Woods and his staff's efforts in solving their many problems. Support, however, was not directive. The director of elementary education reported that the central administration provided the mechanism with which they could solve their own problems. They also got reinforcement and support from other IGE principals in Sterling who were implementing IGE that year.

With the problems of the first year overcome by the parents' patience with the staff, and their willingness to give IGE a fair chance for success, other types of home-school-community relations materials and activities began to develop. Woods prepares a monthly newsletter for parents. He has sole responsibility for it: he seeks out the information to be reported and is responsible for its preparation and its distribution. According to one parent, its impact is that it is "my number one way of finding out what is happening at school." Another states, "I would miss it if it were discontinued."

A volunteer aide program was organized and is operated by the PTA to augment the regular and paraprofessional staff of Metropolitan. A note was sent home to parents asking them to indicate if and how they would be willing to assist the school. Follow-up telephone calls were made to those parents not returning the notes to school. This information was recorded on a key-sort card similar to those used in the Wisconsin Design for Reading Skill Development. When volunteer assistance of any particular type is needed, a room mother, unit teacher, unit leader, or school principal can then skewer the cards to quickly obtain the names of people willing to volunteer for that particular activity. This approach is new this year, but it is viewed as a very good system by most of the staff members. However, one staff member was unaware of its existence.

The system of reporting pupil progress affords another avenue for communications with the home. Approximately nine years ago all ABC-type report card grading through sixth grade was eliminated. This year the superintendent issued an edict requiring that letter grades be used again in the

elementary school. The faculty and the PTA, principally through the efforts of Tom Habart, protested the use of letter grades. A meeting was established to debate the pros and cons of letter grades on December 3, 1973. The debate centered on a PTA resolution: "Resolved: Combined District 4's 1973 policy which returns to the use of letter grades in the elementary school is detrimental to pupil learning and parent-teacher communication." Members of the debate in support of the resolution were Sara Pine and Richard Deeds, M.D., and members against the resolution were Samuel Grist, D.D.S., and Matthew Strong. As a result of the protest and debate about the resolution, a district report card committee was formed with Woods elected chairman. The committee is currently deliberating and seeking resolution to the problem.

The use of the report card is coupled with the use of parent-teacher conferences, which are held in November and April of each school year. A survey conducted of the Metropolitan parents indicated that 94 percent of the parents like the conferences. The conferences follow a typical pattern of conference reporting in IGE schools--the total team provides information and material for the conference, and the conference is conducted by only one of the staff members. While this is the typical pattern at Metropolitan, there were instances where several staff members participated in the conference.

Two remaining types of activities are utilized extensively at Metropolitan and serve the purpose of involving parents in the activities of the school. The first set of activities focuses upon the belief that the children should earn all money needed to take field trips. A variety of moneymaking enterprises, such as the production of a rodeo and the selling of cotton candy, have been undertaken; these ultimately involve parents as well as children. Several ecologically oriented programs, such as the collecting of old license plates, have also been established. This resulted in Metropolitan being one of 27 schools lauded by the governor for their efforts in keeping the state clean. A plaque was awarded to the students and staff for their ecological activities.

The second type of activity centers around drawing parents into the regular activities of the school. Parents participate in holiday programs, career education activities, and cultural programs.

The scope and variety of different "paper"-oriented home-school-community relations activities are not great at Metropolitan because of the basic thrust of its program. Since the beginning of the venture into IGE, emphasis has been upon face-to-face contact with parents and on bringing them into the school to participate and observe the program in action. In spite of the difficult beginning the first year, the current enthusiastic acceptance by the parents demonstrates that this approach has proven successful for Metropolitan.

ISSUES

Metropolitan, while riding on a crest of success after the near disastrous first year, finds itself confronted with few community issues. Grading practices, although not currently a major issue, are being discussed. The debate and the formation of the district report card committee seemed to serve to resolve this conflict. It will be interesting to follow up

this study to see what impact the committee's results will have, if any, upon changes in the district's reporting practices.

A subtle issue, and one that is not often talked about, is the relationship that exists between the Anglo and non-Anglo populations within the community. The fear of a bilingual program and minority demands for educational reform appear to be the root of much of the resentment. The Metropolitan school community is very supportive of the district's program, according to the district's community counselor. He indicated he has been called to Metropolitan only two or three times.

An issue with a positive effect was the cooperative attempt by the parents and school to obtain a traffic light on a high-traffic corner. This corner has had seven fatalities in the past ten years, as well as many serious injuries resulting from accidents. Last year Steven Worth, a student safety patrol, was awarded a medal for heroism by the AAA when he pulled a nine year old schoolmate from the path of a cement truck that had run a red light. When initially approached by several parents, Woods indicated that this was not a concern of the school. However, he bowed to parental pressure, and an evening meeting was held to discuss the situation. It was decided that a formal request for a traffic light would be made at a city council meeting. The city council agreed to contact the state highway department and see what could be done. While the parents were pleased with the results, the school safety patrol advisor was somewhat unhappy. He had not been invited to attend the council meeting with the group and felt left out, particularly since he had been extremely vocal in expressing his concern about the problem. This may also indicate Wood's continued belief that it was not a concern of the school. The corner was subsequently equipped with traffic signals.

Parents indicated that they were "well off" with this school and this was reflected in their lack of issue identification. The issues confronting Metropolitan are internal rather than external. Many of these internal issues focus upon the area of staffing. Since their first year of operation as an IGE school, only four of the original staff remains. While the staff members that left represented a variety of reasons, Woods has made every effort to bring in teachers committed to IGE and the improvement of instruction through individualization. Most of this "new breed" of teachers, as they are referred to by one unit leader, are young. This has begun to create a polarization of the staff, the young versus the old. This conflict is most evident in the intermediate unit. Two teachers are young, energetic, and aggressive and want to get things accomplished. The unit leader, apparently tired from the battles of the past two years and resentful of the young breed, is feeling the pressure of their enthusiasm. On several occasions she has simply walked out of meetings. The two young teachers have assumed the leadership. Another member of the unit, one of the original staff members, serves as buffer between these two age factions. The problem may be resolved next year because the unit leader has indicated that she will no longer continue in that position. The broader problem, since it does not cut across unit lines, is recognized by Woods and most staff members, but no plans or programs have been developed to accomodate its resolution. This potential conflict appears to pose the greatest challenge for Woods and the staff. While this may be only potentially explosive, it is being fanned with many small issues that are subtly creeping into the internal environment of Metropolitan.

A concern expressed by several parents was a "dragging of feet" on the part of the primary unit. This concern centers on the fact that the unit is staffed with too many first-year teachers.

There is also a perceived need for a better inservice program for new staff members. Lack of central office support is perceived by the staff, and the district's desire to treat every school exactly alike seems to be the root of the difficulty. Last year the staff went on a retreat as a part of its inservice. However, regardless of the success or failure of the activity, it was made clear to the staff by the superintendent prior to the event that there would be no further activities of that nature. This was further emphasized when the superintendent, in a principal's meeting, reported that Metropolitan would be allowed to conduct the retreat, but this was going to be the only school doing it and they would not be allowed to conduct another.

The Sterling Education Association (SEA), representative for the teachers, concerns the board of education. Although there are no IGE issues currently involving the relationships between the SEA and the board, the potential exists since some of the SEA leadership is located at Metropolitan.

There is currently a degree of uncertainty on the part of the aides about their role in disciplining students. The actual reason for this may be somewhat masked. Discipline has been a concern ever since Woods assumed the principalship at Metropolitan. The school's disciplinary practices prior to his arrival have been described as a set of well-regimented "do's and dont's" upon which the teachers and aides could discipline the students. Woods, upon his arrival, immediately threw out that list in an attempt to begin to develop self-discipline on the part of the students. Parental reaction, also at the time of IGE implementation, was adverse to this, so a discipline committee was appointed to seek a solution. A set of general rules of conduct was established. A meeting with Woods in the spring of 1971 indicated that the looseness of these rules and the ambiguity of their role in discipline appear to be the base of the aides' concern.

Conflict occurred when the students from Metropolitan began entering the rather traditional middle school. The math curriculum at Metropolitan overlapped with the math curriculum at the middle school, and many of the Metropolitan students were being forced to repeat work they had done the previous year. Disruptions appeared and before long students from Metropolitan were being tagged as difficult students because of IGE. In order to resolve this problem a meeting was held between the Upper Unit and the middle school math teachers to share ideas and concerns and to clarify what each school was doing in math. The meeting did resolve the conflict, at least in the Upper Unit's opinion.

SUMMARY

Metropolitan provides an interesting case of a school which, although near disaster in its first year of IGE, was able to pull it together. Their home-school-community relations program is purposefully designed to produce personal contact with the parents through involvement in the activities of the school. This has proven successful for Metropolitan. The issues at Metropolitan that might influence future home-school-community relationships

are currently internal and certainly unpredictable. The apparent satisfaction of the parents with the program and the staff, along with the many subtle issues brewing in the internal school operation, certainly shape a future for Metropolitan, its program, and its staff that is interesting, unpredictable, and challenging.

IV

WHITNEY YOUNG ELEMENTARY SCHOOL

Implementation of Individually Guided Education at Whitney Young Elementary School not only furthered the school's attempts to individualize instruction but also provided the basis for successful implementation of a state-funded pilot program in K-3 early childhood education. Individualization of instruction was seen as a means for bringing up low academic scores of children in the poverty-stricken South Bay area of Western City. Whitney Young Elementary School had used federal monies to attempt some individualization approaches prior to implementation of IGE. Designation of the school by the state in 1972 as a pilot school in early childhood education allowed for a complete planning effort using the IGE multiunit organizational plan as the schematic rationale.

The implementation process occurred in a quiescent school-community environment. Parents were eager for the school's attempt to do something for their children. Home-school-community programs and activities were focused around parental participation and two-way communication. Overall, the implementation process was certainly smoothed by access to additional federal and state dollars. Supportive staffing roles have eased the possible role overloads in the teaching and administrative staff.

THE SCHOOL-COMMUNITY ENVIRONMENT

Whitney Young Elementary School is located in the South Bay area of Western City. There are two major factors to consider in analyzing the Whitney Young school-community environment-population transiency and hostility.

The housing area immediately adjacent to Whitney Young Elementary School is dominated by a large housing project, Marcus Garvey Apartments. The Garvey Apartments were built in the late 1950s. Before the building of the housing project, the housing area consisted of single-dwelling homes. Now the majority of the school population comes from the project, and few in the South Bay area consider Marcus Garvey Apartments the most hospitable environment.

A trend that is slowly affecting the school is a movement out of Garvey Apartments to single-dwelling homes in a nearby suburb. The federal government has a program in which low-income families who might not be able to afford a home are able to get mortgages with little or no down payment. Many of the "better" parents, according to the principal, were trying to avail themselves of that program.

One might assess the poverty of the area by the fact that virtually all of the children at school receive the federal hot lunch. The Whitney Young attendance area is a low-income area and is recognized by all as having the resultant conditions.

A highly homogeneous population attends Whitney Young Elementary School. The school reports a 98-99 percent black student population, with the one to two percent remaining being Chicano children. The population seems to be made up of two basic types of families: families on welfare, and families struggling with one or both parents working one or more jobs. In 1973, 67 percent of the children left school during the year. In 1975, that transiency is down to 37 percent.

The educational philosophy of the school-community environment might be characterized as being pro-black, respectful and unquestioning of the professional views of the educators and desirous of having the schools do everything possible for their children. Several parents aren't aware of what's going on in school. But a significant number are interested in what their children are doing and are every bit as interested in accountable academic growth.

The School District

The Western City school district is one of the largest school districts in the country. Discussion of the trends and operations of the city system are rather meaningless for a case study of one elementary school except to describe its level of support systems. The city system supports innovation, and has been interested in individualizing instruction since the late 1960s.

During the 1960s, the city system reorganized its school system from a "downtown"-oriented central bureaucracy to thirteen quasi-autonomous school districts structured around high school attendance areas. Whitney Young belongs to the Evers High School complex. Individualization of instruction has been pushed in the Evers High complex since 1968 as a means of bringing up children's reading scores and general academic performance.

Teacher militancy does not seem to be much of a factor at Whitney Young School, though the Western City Teachers Union is certainly a very strong union. However, parents remember the six-week teachers' strike in 1969 as having brought teachers and community into a much closer relationship because the community supported the strike and helped tutor children once it was over.

The School's History

Whitney Young Elementary School has been on its present site for several years. Prior to the Marcus Garvey complex being built in the 1960s, the school served a rather stable black population living in single-dwelling homes. The onslaught of school-age children from the project caused the school in the early 1960s to go to double sessions and a building program until an adjacent elementary school could be finished. Young was generally reconditioned and an administrative wing was added in 1969. Whitney Young School is quite large for an elementary school. It is built and equipped to handle 1,200 students. In the spring of 1975 there were 835 youngsters in attendance.

Principals have come and gone through Whitney Young Elementary School with alarming rapidity. The present principal, Dr. Louella Franklin, has been principal since 1969. Prior to her leadership, the school had three white principals in four years. Vociferous members of the Parent Advisory Board demanded a black principal after the last white one had been ousted due to community unrest, and Dr. Franklin was appointed.

There are forty teachers on the staff, with eight units, five in the K-3 grade levels and three in the 4-6 grade levels. Since the 1960s, the school has also had several aides who serve in instructional and clerical support roles. There has also been a shift in teaching staff from white to black. In 1969, the teaching staff was 50 percent white; now it is 17.5 percent white (7/40). Teachers who are at Whitney Young are there because they want to be, rather than because they were placed there as a demotion in the personnel system. Three-quarters of the staff have been at the school for five years or more. The teaching staff is regarded as a very strong one. They are committed to working with the low socioeconomic children, and they delight in the successes the school has registered in its recent past.

The principal prior to Dr. Franklin, John Liston, began efforts to individualize instruction in 1969 with a proposal for funding a program that attempted to package curriculum together for individualization by rate of children's progress. Liston was mandated to do something to individualize instruction by the district and was given some Title I money with which to work. He worked with a professor at a nearby college to design a cirriculum using packages and the diagnostic curriculum model. Teachers do not remember Liston's efforts with much clarity, but do remember his thrust as a prelude to Dr. Franklin's efforts.

IMPLEMENTATION OF IGE

People who are knowledgeable and informed about IGE at Whitney Young Elementary School credit its principal, Dr. Franklin, as being the guiding force behind the implementation of the innovation. Her leadership was critical in the dynamics of the implementation process.

However, it is also important to recognize the trend in the state's new early childhood education (ECE) policy toward school programs which requires accountable data for student progress and evidence of a needs assessment for student programming, and mandates parent participation. Implementation of IGE was carried out through the leadership of the principal at the school level. It was certainly aided by the policy directive at the state level and the school's designation as a pilot model for ECE.

Dr. Franklin became interested in IGE after Title I evaluators evaluated their individualization of instruction efforts in spring 1971. Dr. Franklin had been working on her own in many of the areas in which IGE had a conceptual base--team teaching, a diagnostic curriculum, continuous progress, breakdown of the age-graded pattern. In the spring of 1971, Dr. Franklin flew to Madison, Wisconsin with a group of educators from her area. She was given a three-day IGE overview and realized that its components were consistent with her own individualization thrust at Whitney Young Elementary School.

Upon returning to her school, Dr. Franklin brought in a consultant from State University to talk to the staff for an hour and a half on the concepts of team teaching and multi-age grouping. He left a "School Kit" of filmstrips and materials that outline IGE. Over the summer, Dr. Franklin and fifteen of her teachers worked with the school kit. During the morning they taught summer school; and in the afternoon they worked in staff development sessions using the school kit and other materials.

School year 1971-72 was a trial period for IGE as a means of individualizing instruction. The primary teacher staff implemented the WDRSD Word Attack program with two age groupings. In the spring of 1972, staff voted to continue the implementation of IGE. In June 1972, the school's Parent Advisory Board endorsed the implementation of IGE at Whitney Young Elementary School.

In September 1972, a Wisconsin Research and Development Center implementation specialist conducted an inservice session at Whitney Young Elementary School. During 1972-73, the primary units went into multi-age grouping and team teaching, again using WDRSD Word Attack, but now with three age-groupings rather than two, and also began skill grouping and use of the Instructional Programing Model in mathematics using the Developing Mathematical Processes (DMP) curriculum material. Besides the principal and vice-principal, teachers were given support services by the curriculum coordinators, one specifically assigned to the K-3 grade levels and the other assigned to work with the 4-6 grade levels. These curriculum coordinators assumed much of the day-to-day management burden of the innovation process from the principal and vice-principal and also helped to alleviate the management coordination concerns of the teachers and unit leaders. Through the use of Title I monies, consultants were brought in periodically to review the IGE implementation process and offer suggestions. The school received little if any direct aid or comfort from the Western City school district, but relied on the inter-organizational linkages through the IGE network in the state, and the Wisconsin R & D Center.

By 1973-74, IGE was implemented throughout the school with the Word Attack program and the continuing development of the DMP math program. The school also began their Early Childhood Education program in 1973 and 1974, but before that program is discussed, a review of the curriculum components used at Whitney Young Elementary School would give further insight into the school's operation.

The school has specialized programs in physical education and has a psychomotor teacher and a posture teacher. There is a specialized program in music education. They also have an active prekindergarten program which has mandated parental participation. They have implemented the Individually Guided Motivation program (IGM) in the upper units as a means of fostering cross-age tutoring. Finally, support is given to school personnel through both an outside-funded guidance counselor and a full-time school nurse.

Information to Parents

The initiation of the IGE concept in the school-community environment occurred in June 1971 when Dr. Franklin had the Parent Advisory Board discuss and give their approval to IGE. The board was kept informed of the development of the implementation efforts through the school year 1971-72 and voted to continue IGE implementation on a broader scale during 1972-73.

In the fall of 1972, the school sponsored an open house for parents at which the IGE program was presented through a film and staff discussion. The open house was held after school, rather than at night, due to the fear of gangs and vandalism.

Few parental opinions were critical of either IGE or the direction of the school. Parents who might have been critical of the school's organization were probably either on the PAB or had dropped out, as is the case of the individuals who had demanded a black administrator in 1970. Most parents were probably encouraged that the school was determined to do something for their children. Implementation occurred with inservice help, administrative help, and a gradual phasing in so that teachers and students alike had a period to get ready for the program. Parents were happy when their children were happy with the program.

ECE Program Implementation

State Law 501 on early childhood education mandates an objective-based curriculum, parental participation, needs assessment, and a diagnostic prescriptive curriculum approach. Policymakers established a trial period and a network of pilot schools with planning grants in 1972 for trial implementation in 1973. Pilot schools come from different socioeconomic statuses and have been rigorously evaluated in 1974 and 1975. Policymakers hope that pilot schools will develop exemplary programs and practices so that the rest of the state will have models on which to base their programs. Whitney Young Elementary School has been a pilot school since 1972.

Using IGE as the organizational framework, staff at Whitney Young started planning in fall 1972 for their implementation of State Law 501, later to be known as ECE, Early Childhood Education. The ECE program began in school year 1973. Among its many components, a staffing ratio of one to ten is mandated. In addition, the ECE children have a homework program in which work is sent home twice a week and has to be returned to school completed by the child and signed by the parent. Most of the parent volunteers work with the ECE program.

Evaluations of the Whitney Young Elementary School ECE model have been quite encouraging. The school ranked number one in program implementation in the county in 1974, and number one in program implementation in the state in 1975. Everyone at the school agreed that IGE helped their planning efforts a great deal. They already had the organizational problems managed with the multiunit pattern.

HOME-SCHOOL-COMMUNITY RELATIONS

One staff member coordinates all the home-school-community programs and activities in addition to her teaching duties. She is responsible for parental activities and is released half-time from her teaching duties for parental programs. Home-school-community programs and activities stress inclusion in school activities and primarily revolve around the volunteer program and the joint PAB/PTO monthly meetings.

The Parent Advisory Board. Whitney Young Elementary School has a very active and concerned Parent Advisory Board. They have had a PAB for some time, since the middle 1960s. Federal title and state requirements

mandate parental involvement in decision making, and most schools use the Parent Advisory Board for that governance mechanism.

Responsibility for coordination of the Parent Advisory Board rests with the principal and vice-principal. They are the linkages between the school and the parents in a formal sense, though a teacher is elected to the board as well.

The PAB is organized each spring for the following school year. Ten parents are selected for membership on the PAB, and the principal, vice-principal, and elected staff member round out the board. In the past, a nominating committee made up of current members has solicited names for future membership, relying on those members who were on the board.

A core of parents seems to have dominated PAB membership and leadership. As in many elementary school attendance areas, a group of dedicated and interested parents who have been residents for a while serve and work in school-related functions. In spring 1974, efforts were made to reach out beyond the usual members and attract newer residents into PAB membership. The parental coordinator began a general solicitation with a memo sent home with children with a section for parents to fill out and send back if they were interested in participating on the PAB. Participation seems to have broadened out.

The PAB has monthly meetings in the afternoon right after school lets out because of the fear of gang violence at night. The PAB makes recommendations to the staff, rather than making formal policy decisions. Issues that are discussed at PAB sessions have normally been discussed by the staff earlier with a staff vote on whether the issue needs to go to the PAB. One recent issue concerned school hours and the time spent in school by children in a "minimum" type of school day. Although the PAB had some doubts about the worthiness of the staff proposal, they agreed to give it a trial period. There were some times in the late 1960s when the PAB served as a soapbox for dissident black parents who wanted personnel changes in school. However, that situation has changed radically with the more stable leadership of Dr. Franklin.

Attendance at PAB meetings varies with the issues to be discussed or the program planned. There evidently is some tendency to allow all parents who attend the meetings to vote on proposals brought to the floor with the PAB serving as final arbitrator. The leadership thrust is expected to come from the school and particularly from the administrators. Teachers and administrators certainly would like to have a more active leadership partnership taken by community members. However, parents seem reluctant to challenge the educators' prerogatives concerning issues on which the educators know more than the parents.

The PTA. While the PAB has taken over the governance questions, the PTA at Whitney Young Elementary School still coordinates special programs between the school and the community. The PTA seldom has general meetings but has a coordinating council that meets jointly with the PAB in their monthly after-school sessions. They have coordinated their efforts now for two years (school years 1973-75). Several of the members of the PTA council are members of the PAB as well.

The PTA is directly responsible for several programs and activities that link the home and school together. They coordinate a Halloween program in which children are given special treats. They help direct the Christmas program each year. They keep clothing available for needy children. They provide a dinner and present pins and ribbons each year for the sixth graders who are graduating to junior high school. In summary, the PTA's primary function is to coordinate special activities.

Parent Volunteers. Whitney Young Elementary School has had parent volunteers since the late 1960s, but has had a marked increase in the number of volunteers since the Early Childhood Education Act in 1972. One teacher serves to coordinate the parent volunteer program.

Parents are asked to fill out a mailed questionnaire and send it back to school if they are interested in volunteering. Volunteers used to be sought more on a personal basis, but the mail-out procedure elicits 25 to 30 volunteers each year.

Parents are given a general orientation to the volunteer program and its needs by both the school coordinator and--once a year--the district coordinator. Next, they are evaluated in terms of their special skills and interests. An effort is made to match parental skills to teacher needs as much as possible. For example, if one mother wants to spend two hours a week working on math with children, she is given that opportunity, rather than giving time to a task she might not enjoy.

Last year, for the first time, volunteers were asked to evaluate the teachers with whom they worked, and they were in turn evaluated by the teachers. The volunteer coordinator thought this would provide some critical data on the volunteer program. Volunteers who work with the ECE program must sign in and out so that school authorities can keep strict track of the amount of parent participation in ECE-related school affairs.

The volunteer program allows interested parents to come to school and participate in a meaningful activity with children. Teachers, parents and administrators feel that it is an extremely worthwhile activity to bridge the home, school, and community barriers.

Adult Education. Western City has an ongoing, active adult education program. The adult education program for the South Bay area is located on the same campus as Whitney Young. Included in the adult education program is a class for parents of children in the ECE program.

The class meets twice a week and has 15 to 25 members in it. The topic in school year 1973-74 was child growth and development. The basic goal of the class is to develop parental skills to continue the academic and social growth begun in the classroom.

In addition to parents of ECE children, the class includes some non-parents, volunteers, and aides. Some parent volunteers look upon the class as a vehicle for moving up into a paid aide job at school.

Noon Reading. A noon reading program was set up in school year 1973-74. Two rooms were set aside to which children can come to read with parents and staff members. The program was established as an alternative to the playground situation, where play can become too rough for some of the children.

One staff member corrdinated the program as a part of her field training for the administrator's license in Western City. She supervised about 25 parents who came in at noon to read with individuals or groups or to run audio-visual equipment. One room was for children in K-3 units, and the other for the children in 4-6 units.

The noon reading program was judged a success by students, teachers, and parents. During school year 1974-75, the program has been extended to a full-day operation. An aide and a parent are located in an available classroom for extended reading opportunities. If the children's work is finished, they are free to go to the room and read independently or with the aide or parent.

Open House. Young Elementary School coordinated its open house with the city's Public School Week which is held in April each year. The schools used to have their open houses at night, but in 1970 the vandalism was quite bad and the parent turnout disappointing, so they decided to hold the open house activities during the day.

Parents can come to school any day during the week during Public School Week. They are encouraged to spend the day and observe classrooms. The school program is explained to the parents by the unit leaders. They emphasize the homework and follow-through programs with which the parents might be familiar. In addition, a select staff committee works on a school-wide program for parents.

Attendance is much better at open house since it has been held during the day. Parents of ECE children especially seem to turn out.

ISSUES AND CONFLICT RESOLUTION

There have been no outstanding issues at Whitney Young Elementary School during the last two years. The instructional program is a smoothly running operation with excellent evaluations by the state and Title I evaluators. Everyone is happy with the principal's leadership; in fact, several parents who have moved outside the attendance area now bring their child back to Whitney Young to attend school. The major problems at Whitney Young come from the surrounding area and its sometimes hostile environment. The overall style of conflict resolution seems to be one of involvement of key individuals, as opposed to widespread participation.

A Hostile Environment

As has been previously noted, low attendance at evening meetings caused the parents and staff to move to holding school-community functions during the daytime. Gangs of older children, many of them from Marcus Garvey Apartment, have often vandalized the school in the past, and present serious threats to people out in the neighborhood at night. The principal is concerned about the trend for families to move out of the area to take advantage of a new federal subsidy to buy homes. Parents want to move their children out of the unhealthy environment.

The problems with gangs and violence came to a head in the spring of 1974 and a task force was created to deal with the problem. The chairman of urban affairs served to oversee the total community effort to provide a safer environment and also to see if something constructive could be done with the gangs.

A block parents' program was begun in each of the neighborhood elementary school attendance areas that feed into Evers High School. Whitney Young Elementary School had several parent volunteers place a picture of a hand in the window to indicate to children in distress that the house is a safe place. Parents reported that the block parents' program seemed to be an effective one because the gang problems have lessened this year. The total program also included Saturday morning rap sessions involving dissidents, parents, teachers, and counselors; an effort to engrave small appliances to help in identification in case of theft; and a very popular arts, crafts, and sports fair held at the next elementary school at the end of the school year. In addition, several ad hoc groups were set up to try

and combine forces in the community and cut across different agencies that might be serving only part of the total community.

Several of the gangs have members who attend Pelham Junior High School. Whitney Young Elementary School is located on a direct line between the Marcus Garvey area and the junior high school. The principal felt that several problems were caused because there was a lack of cooperation and coordination between the two schools. The junior high school would periodically release its children early in the afternoon and leave them to fend for themselves. In several instances, this resulted in vandalism and other problems with junior high school children.

The need for overall coordination of the gang situation and conflict resolution is demonstrably evident in the Whitney Young environment. However, the human relations positions are normally the first to go in budgetary pinches, and this is what happened in Western City. The human relations department, through which the urban affairs chairman did such an admirable job in 1974, has been disbanded. The problems with gangs do not seem to be as numerous as last year, but if problems do come up, there is a void that the human relations department used to fill.

Population Transiency

Several problems are created by the lack of a stable student and parent population. Whitney Young has a transiency percentage of 37 percent, which means that 37 percent of the children each year will be new to the school. People who move into the school attendance area are normally from Western City and may have moved only a block or two.

This transiency obviously makes it difficult to carry on any effective home-school relations on a long-term basis. Teachers may just get to know a student and parent and diagnose a problem situation, only to have them move.

The transiency figure was at a high of 67 percent in 1969, so the situation may be improving. However, it certainly does not create an effective longitudinal working partnership possibility between home and school.

SUMMARY

Whitney Young Elementary School is an exemplary school for having succeeded despite its overwhelming environmental difficulties. Overall credit must be given to its hard-driving principal and the excellent staff she has built around her. The program works, the parents are happy, the children are learning, all in a situation that could be among the worst imaginable for an effective teaching and learning atmosphere.

V

TRUMAN ELEMENTARY SCHOOL

Implementation of IGE in the Bay City School District and Truman Elementary School has focused on the multiunit organizational plan, or the unit plan, as they call it. A group of individuals committed to total community development in the poorer black areas of the district, a superintendent of the same persuasion, and a master planning committee (1968-70) initiated sequences for change toward connecting home-school-community processes for improving education. They conceptualized a total scheme of community development with the unit plan as an initial organizational aspect of the district's thrust toward Extended-Family Guided Education (EFGE).

Nearly all home-school-community relations programs and activities center around the EFGE concept. EFGE relates to an effort to involve the home, school, and community in collaborative efforts to work with the child's development. In this extended-family concept, the students' teachers are viewed as part of his extended-family matrix. The important affective areas of parental affection are supposed to be joined with the teachers and educational community to make decisional input to the child's educational direction. EFGE and Bay City stress parental participation in decision making at the unit, school building, and district level. At this point (1975), the EFGE concept exists more as a process the district is moving toward than a fully implemented program.

Bay City School District generally and Truman Elementary School in particular are fascinating examples of how a district can be turned around or at least how a total developmental effort can be designated to erase the "poverty culture" of poor black families and communities.

SCHOOL DISTRICT HISTORY

The Bay City School District has grown from a one-school operation in the late 1920s to include seven schools (1975) in a K-8 district. There are five elementary schools varying in pupil size from the middle three hundreds to some with over six hundred students. The two middle schools are each located, campus style, adjacent to an elementary school, and each houses grades 7 and 8.

According to state standards, Bay City is a fiscally poor community and received about the top amount in state aid. In addition, the district qualifies for a great deal of federal assistance and capitalizes on every program available for low-income communities, including title monies and the Teacher Corps program.

The office of the superintendency has been filled by a black administrator since 1967 when Jack Bichelle became the first Afro-American superintendent in the state. Bichelle initiated a series of interrelated master planning committees. These were the influential factors in sequencing the implementation of IGE in Bay City and will later be discussed at greater length. Bichelle left the district in 1972 to become assistant superintendent in a large southern city. His assistant, Frank Mosher, also an Afro-American, was named the acting superintendent while the board began a nationwide search for a successor to Bichelle.

Mosher came into the Bay City district in 1968 as principal at Oak Park Elementary School. He is credited with turning the school program around in that community to one of black pride and cultural awareness. In 1971, Bichelle selected Mosher as assistant superintendent. Mosher established the Planning and Development Council, which continued the policy and goal setting begun under the master planning committees.

The Bay City board of education has five members. Each serves a four-year term with two or three elected every two years. The composition of the board has reflected the changeover from white to black in the district over the last ten years. All of the current members of the board are Afro-American.

Charles Loomis, one of the instrumental leaders of black pride in Bay City, has been the unit board president. In the middle 1960s Loomis with Loretta Willis began a tutoring program that mushroomed into an accredited junior college, Kenyan Community College, and the Kenya Private Schools. Loomis was selected to run for the board of education by an informal caucus of black leaders in 1967. That caucus influenced board nominations in 1967, 1969, 1971, and 1973 but has disbanded and did not have a list of candidates for the 1975 election. In turn, Loomis was not standing for reelection in 1975. However, observers did not see any relaxation in the thrust of black pride from the board of education.

Frank Mosher became superintendent by board resolution in July 1973. That official action followed some rather fractious turmoil the six months previous to this selection. Mosher was asked by the board to serve as acting superintendent following Bichelle's resignation in October 1972. At the same time the board was searching for a new superintendent, new board elections were taking place and two of the three incumbents were not running for reelection. The three incumbents were two whites and a black board member. A lame-duck board existed from the time of elections in March until the new board took office in June. They selected a new superintendent, also a black administrator. Mosher's supporters in the community, many of whom were with Bay City Community College, the center of board support, and Oak Park, the community where he formerly was principal, were instrumental in organizing a one-day boycott of classes to demonstrate their displeasure at the lame-duck board's apparent choice of superintendent. The newly appointed superintendent decided to resign. The new board selected Mosher, and he took over in July as "the people's choice."

The other important person in the development of the Bay City School District in the last five to eight years is Dr. Francine Garner. She taught seventh and eighth grade social studies in Bay City prior to completing her Ph.D. in education. Dr. Garner can best be viewed as the conceptualizer for Extended-Family Guided Education in Bay City. She and

Mosher are usually described as the co-authors of the concept. Garner's positional influence came as a result of her attachment to the long-range planning committees and later as consultant to Mosher's superintendency.

The district's teachers are organized into a union. In the fall of 1974, the teachers' association staged a week-long strike over a variety of issues. The strike was characterized by school observers as a catharsis, a purging for teacher dignity. The background and net effect of the strike will be discussed later. However, it is important in understanding the development of Extended-Family Guided Education in Bay City to follow the trend toward shared influence in education. Influence is shared with parents, teachers, students, and community members in an extended family concept.

Long-Range Planning and IGE/EFGE

When Jack Bichelle became superintendent in 1967, he was given a mandate by the board of education to come up with a master administrative plan to restructure education in Bay City. Loomis and others in the Truman caucus were quite directive in their attempts to bring about change in the schools. That group began informally as the core of a citizens' committee created to review the elementary school reading program. They saw themselves representing views of the lower socioeconomic and predominately white east-of-the-freeway group. With the board changeover in 1967 came Bichelle and the long-range planning committees.

The long-range master planning committee began its work in October 1968. One of the first items of business was to contract with the county's Title III office for consultation services on resource aid and planning guidance. The Title III planner assigned to Bay City was Robert Drowner. Drowner was committed to the master planning committee twenty percent of his time. During their first year of existence, the master planning committee met some eighteen times. Much of their time was spent discussing the results of trips they had been making to observe exemplary programs in the country. They did not make a visit to Wisconsin to examine the nascent I and R units (organizational predecessors to IGE), which were in pilot stage at that point. They visited several schools which had bits and pieces of the IGE model, however, including a diagnostic curriculum model, differentiated staffing pattern and close community and school interaction.

Initiation of IGE in Bay City

During the second year (1969-70) of the master planning committee, two teams from the committee visited multiunit schools in Wisconsin and Portland, Oregon. They evidently were impressed with the innovation because they made the multiunit plan the heart of their school reorganization. The master planning committee made a variety of other recommendations including development of the curriculum along a behavioral objectives continuum and central office administrative changes including management by objectives. However, the heart of the instructional program reorganization would be the multiunit plan, or unitization, as it was coined.

Robert Drowner, the Title III planning assistant, probably was in part responsible for guiding Bay City toward IGE and multiunit schools. One year later in spring 1971, Drowner became the state IGE coordinator. He was sold on IGE and multiunit schools.

An implementation strategy was laid out following the master planning committee's report in 1970 which targeted 1971 as the school year in which utilization efforts would begin in selected schools. Two related factors caused the change in empahsis from multiunit schools to Extended-Family Guided Education. The Title III planning office ran out of funds, and they were not refunded. Frank Mosher became assistant superintendent and followed on the work of the master planning committee with his Planning and Development Council, with Dr. Garner as a consultant to the council.

Truman Elementary School

One of two schools selected for implementation of the unit plan was Truman Elementary School, the other was Los Almes Elementary School. Truman is located on a site of about twenty acres. There is a middle school adjoining the elementary school in a campus-style arrangement. The original Truman Elementary School was built in the late 1950s and a library added in the middle 1960s. The school contains approximately six hundred students and is staffed by five units of teachers, a principal, a certified vice-principal, a community principal, a community counselor, and two secretaries.

Truman Elementary School has had five principals in the last eight years. The principal who was there when the school implemented IGE in 1971, Matt Kurl, left at the end of the year and was replaced by Sam Mitte. Mitte is a younger educator who moved to Bay City in the late 1960s to be vice-principal. Superintendent Bichelle recuited several black staff members when he took over in 1967.

Staff seems to have remained fairly stable in recent years at Truman. At this time, there is a core of teachers who have been at Truman for five years or more. Some teachers are new to the school also. Unit leaders are selected by the superintendent with the principal's advice, and the unit leaders there now are all veterans.

IMPLEMENTATION OF IGE/EFGE AT TRUMAN

There are several important themes in Truman's implementation of the unit plan, as they first called it, EFGE, as it became known, and IGE as it is usually termed. The thrust and implementation direction came down through the central office personnel from Mosher. There was little or no staff decisional input to the implementation strategies. If teachers didn't like the concepts, they didn't have to stay and teach at Truman. There was little home-school-community communication or involvement in the new program the first year of implementation. There was some communication about the program the second year of implementation.

Initiation

The original contact with the concept probably occurred in the first year of the master planning committee, 1968-69, as has been discussed before. During the second year of the master plan committee, 1969-70, five committee

members visited multiunit schools in two different trips to Portland, Oregon, and Wisconsin. The unit plan became the basis for the instructional program of the master plan document. During 1970-71, the Title III planning center held awareness conferences on the IGE model. Robert Drowner was the key contact person for IGE at that point, not only in the Bay City area but the entire state. He was named IGE state coordinator in the spring of 1971.

First Year of Implementation 1971-72

School opened in the fall of 1971 with the organizational plan centered around two units, each with ten or more teachers. The primary unit began implementation of the Wisconsin Design for Reading Skill Development. The intermediate unit began implementing an objectives-based math curriculum. Primary emphasis was on staff implementation of the IGE.

There was no one whom the teachers evidently could consult for implementation direction. Drowner was tied up with statewide coordination of IGE. Mosher had recently become the district assistant superintendent and was busy in that post. Dr. Garner was serving in the district as a friend and consultant to the district effort, as well as doing student teaching in Bay City and a nearby state university. The principal, Mr. Kurl, had little background in the concept.

The teachers and children struggled their way through the first year of implementation. By the spring, two teachers in the intermediate unit had decided to take their team of ten and divide it up into two teams of five.

Contact with the Home: 1971-72

Observers at Truman Elementary School do not remember any concerted effort to involve parents or to communicate the changes in the instructional program to the home and community. If one reads the master plan document, it specifically isolates the school year 1971-72 as a development year in the school, with home and community involvement coming the second year.

Teachers did remember isolated telephone calls and questions about the unit plan from some parents. Basically, the questions were: Why is my child moving from one class to another? What do the units mean in terms of pupil placement? Was my child placed in a particular unit because of his academic ability or what? These were related as typical of the few questions that were raised by Truman parents during the first year of unit plan implementation.

Implementation Continuation 1972-73

Several things happened to smooth out the implementation of the unit plan during Truman's second year of operation as an IGE school.

Sam Mitte became principal during the summer 1972. Mitte's style of leadership is characterized by his teachers as one of letting them make decisions about things that are of importance to them. Teachers had felt dominated by central office implementation strategies, frustrated by the expectations the central office had for them, and irked at the lack of sound direction regarding the makeup of teams. Teaming had represented a change for teachers at Truman and had caused some personality clashes. One of Mitte's first decisions was to further the breakdown of the large units--already begun with the splitting of the intermediate unit--by splitting the primary unit up as well.

The instructional program proceeded much more smoothly during the school year 1972-73. Undoubtedly a helping factor was the addition of two hours of negotiated planning time during Wednesday afternoons from 1:30 to 3:30. Unit families used the time to plan their instructional programs and get their curricular materials together. Teachers reported that the smaller units made a big difference as well. Teachers and staff began to focus on communication with the Truman parents about the unit plan. Testimony to the fact that teachers felt better about the program the second year was offered by one teacher who said, "We knew more about multi-aging and team teaching, so we could tell the parents."

Communication with Parents in Year Two

The basic operations of the unit plan were presented to Truman parents in an open house held in November 1972. Attendance of parents was reported as sparse. One teacher reported that the eight staff members in her unit (five teachers and three aides) outnumbered the total number of parents who visited with her unit that night. Turnout was better in the primary units. Questions were asked of the teachers and again they centered on student placement. One teacher later observed that the parents "accepted the program basically at the start. The ones who could have and would have rocked the boat were at the fall meeting, and their questions were satisfied." Highlights of the unit plan were also in the school's bimonthly newsletter, which is taken home to all parents by their children. Most parents reported that they had some reservations about the program the first year, but the second year seemed to go much more smoothly. They understood what the teachers were trying to do, and the students reacted better to an improved program.

Extending EFGE: 1973-75

Teachers continued their efforts to build skill levels in the curriculum through school year 1973, working in the areas of science and social studies. The intermediate units, in particular, found difficulty in extending skill levels in these two areas. They found that curriculum development of this type required a much greater amount of time and analysis than they had available. After a few months of trying to group according to skill levels in reading, math, science, and social studies with all the students, teachers and parents felt that the students were moving around too much. Staff decided to cut back on the student movement and concentrate on their proven programs in math and reading.

Beginning in 1973-74, parents were supposed to be included as elected representatives to the unit meetings, and on the TIC (Truman Instructional Council--their IIC).

At the unit level, the aides--community teachers, who are parents as well--are included in the decision making to offer some parental inclusion. Attendance by the other community members varies with the unit one is analyzing. Overall attendance by parents could be described as sporadic at best, non-existent at worst. The parents who have been designated to serve in these roles at the school also work at school in some capacity such as lunch-room helper, and quite often are at school. However, almost all the teachers reported that parental inclusion in decision making was an illusion in the

actual day-to-day, week-to-week operation. In its ideal form, the structure existed through EFGE for that to happen. In its real form, it was not happening during 1973-74, nor was it happening in 1974-75. District administrators were open about this perceived gap between the real and the ideal. They stressed that EFGE implementation was a long-term effort. EFGE does exist in some units in certain schools. Teacher reluctance to include parents was a big stumbling block to its complete implementation. In turn, many parents seemed to feel inadequate in educational decision-making roles. Another factor was that many of the parents were both working.

One final component of EFGE was developing in 1974-75 and needs to be highlighted. In order to extend the concept of programmatic control to the school level, boards of education called miniboards had been implemented at each school beginning in the fall. The miniboard's roles and responsibilities are spelled out in some detail in print; however, its actual decision-making capabilities, both legal and practical, were untested at the time of this study (1975).

HOME-SCHOOL-COMMUNITY PROGRAMS AND ACTIVITIES

The extensive programs and activities that exist at Truman Elementary School and Bay City School District will be collapsed into three conceptual sets (see Table 3): those dealing with the philosophy and practices of EFGE, those peculiar to Truman Elementary School not particularly associated with EFGE, and those ongoing at the district level and not limited to Truman Elementary School.

EFGE-Related

The basic philosophy and conceptual set behind EFGE has already been discussed. Its major components are an extended family relationship among students, school personnel, and the home. It began in Bay City as a unit plan, extended from the multiunit organizational plan in IGE. Frank Mosher and Francine Garner coauthored the concept. When Dr. Garner was asked to assess the gap between the ideal as it was presented in print and the real as it now existed in the schools, she said, "Yes, the gap between the real and ideal is a fact." She maintained that there were pockets of extended-family units implementing the programs at different schools. When Dr. Garner was asked to rate the implementation of EFGE at Truman on a 100 percent scale, she responded that it would probably get a 30 percent. She went on to say that EFGE is a long-term community process, needing lead-in time of perhaps ten years.

Miniboards. The miniboards are also part of the EFGE philosophy of extending control of institutions and services to the level at which people can feel that control over their destinies is possible. The miniboards were criticized by the teachers. Teachers were admittedly fearful about the power the miniboards might have over budgetary decision making, as well as staff tenure and personnel selection.

The miniboards are made up of eleven members, five from the school and six from community adults and parents in the attendance area. The five representatives from the school are the principal, two certified teachers, and two classified personnel. The community representatives include two or three from the community adults (who may or may not be Truman parents) with

TABLE 3

TRUMAN ELEMENTARY SCHOOL'S HOME-SCHOOL-COMMUNITY RELATIONS PROGRAMS AND ACTIVITIES

Activity	Responsibility
EFGE-Related at Truman	
Miniboards	Principal and Elected School Personnel
Parents at Unit Meetings	Unit Leaders
Community Personnel	Principal
Other Truman Programs	
Parent Advisory Council	Principal
Home Visits	Teachers
Parent Day	Teachers
Open House	IIC
District-Level Programs	
Summer Programs	Central Office
Block Community Learning Centers	Central Office
Follow-Through	Central Office
Extended-Family Forums	Central Office
Questionnaires and Surveys	Central Office

two or three Truman parents to total six. Selection of parent miniboard representatives is done on an open-nomination, open-election procedure basis.

Miniboards were implemented in the school year 1974-75. They were slow to get going, and observers at Truman and the district reported poor attendance by miniboard members. This might be expected when one is venturing into a developmental area with many gray areas of decisional ability and mandate.

Parents in Decision-Making Roles. According to the conceptual papers which outline EFGE, parents are to be seen as co-teachers who share authority, responsibility and overall management of their child's educational program with the teachers. This is to occur on a one-to-one basis from teacher to child to home, as well as including parents in decision-making roles at the unit and IIC (called TIC at Truman) level. The gap between the concept as presented in its ideal form and the realities of parental participation have been discussed before. More important, however, is the realization that a formal structure has been established. If the thrust from the central office and board continues to implement EFGE, parental decision making at unit and IIC levels will become a reality.

Community Personnel at School. Included in the organizational plan at Truman Elementary School and other schools in the district are community principals or principal assistants, community teachers--instructional aides who are working toward an A.A. or B.A., and a community counselor. The community principals were each paid slightly over $8,000 in 1973-74. Their primary function is to be out in the school at all times managing the daily student conflicts and maintaining discipline. Their presence is definitely felt by both teachers and students and seems to be a calming and quieting factor in the school environment.

The community teachers have been in the district since the middle 1960s. They were first implemented through title monies. Their basic roles are to serve as instructional aides. They are supposed to be continuing their education for an eventual college degree in education. The community teachers are included in decision making at every unit; they actively participate and offer ideas; and their input is welcomed by the teachers. The community counselor is primarily cast in the role of a social worker-guidance counselor who oversees a variety of home-to-school programs and activities.

Other Programs Specific to Truman

PAC. With the title programs in the 1960s came also parental advisory councils (PAC) at each school. As a heavy recipient of title monies, Truman has had a PAC for several years. It is supposed to be made up of a normal distribution of educators and community representatives, and it meets monthly to review school programs and problems. One twist that was developing in early 1974-75 was that the PAC was beginning to meet simultaneously with the miniboard. In effect, the two boards were merging their roles, functions, and powers.

Home Visits by Teachers. As a part of board policy, teachers are required to go out for two home visits each year. Follow-through of that mandate depends upon the commitment of the teacher and the closeness of supervision. At first report time in the fall, several teachers give parents the option of having them come to their home to go over their child's report card in detail. Another teacher makes it her business to visit the home of each

of her homeroom students early in the fall. In this way she gets to know the home environment, and in turn to know the particular student better. That teacher also has had children over to her house for dinner in a systematic fashion. Her objective was to break down the stereotype that teachers exist only in the four walls of her classroom. The home visits were praised by some teachers and parents as being a great way of increasing communication and understanding between the home and the school. However, some teachers expressed reluctance to extend their working day by going out into the community either right after school or at night.

Parent Day. Each spring since 1973, parents have been recruited to visit school and take over instruction for their particular teacher. The initiation of the idea came from the PAC. Participation in 1973 was evidently much better than in 1974. Parents were recruited and assigned by the community counselor. About two parents participated in each classroom. In 1974, the district officials took a count of three hundred and eighty parents who participated districtwide in the program. As might be expected, parents expressed a reluctance to completely take over the teaching role in the classroom. However, the program did serve to stimulate interest and participation between the home and school.

Open House. Truman Elementary School holds open house in the fall. In 1972, the open house was coordinated around making parents aware of the unit plan. Open houses are coordinated with each report card. Parents are welcomed and treated on an informal teacher-to-parent basis with little done in the way of formal programs and presentations. The overall objective of the program is to have a forum in which parents may talk informally with teachers so that they get to know each other in a nonthreatening situation.

Programs Specific to the District

An overall policy which is supported by district officials is that teachers and administrators are encouraged to live within the district's boundaries. Administrators feel that teachers will be able to feel more a part of the total community, as well as to complete the EFGE philosophy, and serve as role models for students in the community. This policy is obviously hard to enforce, and is more a policy position than an enforced rule.

Summer Programs. Each year since 1967, a summer project run through the central office has been to employ college students from the district to work with Bay City children in a variety of programs. In the summer of 1973, a particularly well-received program included a clean-up project throughout Bay City. High participation from students, teachers, and college students was cited as being an outcome of the program.

Block Community Learning Centers. Two white parents are given credit for being the driving force behind the learning centers set up on a block-by-block basis in the community. Ultimately, district officials would like to see one learning center for every two blocks. During the 1973 school boycott, most children stayed at these learning centers.

Follow-Through. This is a national program for particularly disadvantaged youngsters; it attempts to give homework and parental guidance in the homework for youngsters who have been designated as needing help. There is an active follow-through program at Truman.

Extended Family Forums. Beginning in 1973, the district administrators began a series of forums at each school at which parents could air their grievances to the district administration. Philosophically, this was an effort to bring participation closer to the people. It also was a concerted effort to get the message of EFGE to the people in two-way communication.

Questionnaires and Surveys. School officials at different times make use of survey instrumentation to assess feelings and attitudes of parents on a variety of issues. One example was the use of a survey that attempted to determine the need for and interest in an adult education program. The survey was sent home and returned by students.

STYLE OF CONFLICT RESOLUTION

District. A review of the major conflict situations in the last five to eight years in Bay City reveals a pattern of influence at the district level by a group of committed individuals. The group originated in the 1960s with the Citizens Reading Program Committee preceding Superintendent Bichelle. That committee contained many of the key individuals who would emerge in leadership roles in the next five years. Bichelle's master planning committee coincided with the emergence of the board of education caucus group.

The caucus was formed to represent black interests, or the west-of-the-freeway residents, as opposed to the east-of-the-freeway residents.

There are two major conflicts that occurred from 1967 to 1974: Mosher's selection as superintendent in 1973, and the teachers' strike in 1974. The teachers' strike will be discussed later. Mosher's selection as superintendent, discussed earlier, is an excellent example of a concerned group in the community that marshalled its forces to sustain not only a one-day school boycott, but also a demonstration at a board meeting with an estimated eight hundred participants.

At Truman School-Community. There were no significant issues during the period analyzed at Truman Elementary School. One glimpse of what the style of resolution might be came from a few teachers. When asked if any parental problems had occurred as a result of the unit plan implementation, they said no, the parents who might have caused trouble were informed and had their questions answered. This hints that there might be a few key individuals in the school community. However, one other teacher summed up Truman's parents by saying that so many of them work in a variety of jobs. Around 80 percent of the parents are happy if the report card indicates some sort of progress, their child is basically happy, and their child doesn't get beat up at school.

ISSUES

Professional Staff vs. District Administration

There are several incidents in the Bay City and Truman experience that point to a serious rift between the district administration and the Bay City teachers.

Several teachers were upset at the way the unit plan was imposed on the district by administrative and board of education fiat. They were further angered by the lack of direction, inservice training, and overall management of the implementation of the innovation. They felt that too much attention and public relations was given to EFGE and Bay City's unit plan.

Truman Elementary School has had five principals in the last eight years. That kind of turnover results in the staff becoming more and more self-reliant. Experienced teachers at Truman felt that the teachers really ran the school along with the principal's soft-handed guidance. The net result of strong teachers and a strong district administration push, was, of course, resentment and misunderstanding.

Extensive data was not gathered on the 1974 teachers' association strike. Teachers were out for a week. The precipitant issues evidently included pay raises and other teacher-oriented items. Teachers maintained that it solidified teachers into the teacher association. Several teachers mentioned that the strike was more a catharsis, a purging of wrongs that had been done to the teachers over the last few years. It must be mentioned in the context of the district administration/professional staff rift.

Finally, district administrators are quite open about their view that the school must be seen as the building block in community development. The public school is the largest employer in Bay City. They feel that it is the natural beginning point for community development. They would like to have teachers and administrators live in the district and participate in community affairs, go to church there, and so on. Teachers, for the most part, simply do not share this view.

Parental Transiency

Many of the problems in the Bay City district and Truman Elementary School come from parental noninvolvement and transiency. If there were more participation from the parents, several of the elements in EFGE would have greater credibility. However, parents in Bay City are--at least those in the west-of-the-freeway area, poor. The men need to work two different jobs in several cases, while the women may hold down a job as well. They don't have the time to get involved in school. They are highly supportive of what the school is trying to do for their youngsters, but many simply are not involved in the complete ramifications of EFGE.

SUMMARY

A cynic might look at the Bay City and Truman case history and describe it as a sham. An optimist might say that the groundwork is there for a truly different type of educational concept.

Implementation occurred because of a master planning committee that saw the multiunit school as the organizational part of school change. The unit plan became a much larger concept--EFGE--geared around community-parent-teacher cooperation in the overall direction of a child's development. The originators of the concept agree that EFGE is a beginning point, and not in its final stages at all. But they are a committed group that will tenaciously pursue its goals, if substantial backlash doesn't hinder their path in the future. It will be an exciting process to observe.

VI

SOUTH MORRIS ELEMENTARY SCHOOL

The implementation of IGE in the South Morris Elementary School is a story of a principal battling parental indifference and lack of implementation support. These problems highlight several areas of concern regarding implementation of IGE.

Roland Manchester's interest and initiative caused the South Morris School to become one of the first schools in Southern State to be selected for IGE development and adopt the program. However, after successful negotiations at the state level, someone released a news item on the adoption. The result of this publicity, which occurred prior to preparing the community to understand and accept IGE, was to build up a body of resistors within the community and to develop antagonism between the yet-to-be-built South Morris School and other schools in the Morris district.

Following a relatively successful first year and a half, the PTA ceased being an influential body in school affairs. The school was new; the PTA was new; IGE was new. However, after the school, the program, and the organization seemed secure in the community, interest in educational involvement by parents (and by teachers) dwindled. The Booster Club, an athletically oriented volunteer group, took center stage for those parents who wished to be "involved." One explanation for the demise of the PTA is the lack of leadership exerted on behalf of the PTA by parents. In second semester 1974, no parent could be found to become the PTA president. Manchester felt he had led the organization as far as he could; it would be up to the group to develop itself or die.

COMMUNITY-SCHOOL SETTING

The principal's community strategies have been complicated by its socioeconomic heterogeneity. Very poor and middle-class enclaves exist in this small town/rural school district. Racially, substantial numbers of blacks (30 percent) make up the community population in South Morris; most of the blacks fall into the lower socio-economic portion of the population. In addition, many of the whites are not well off. Corresponding to low socio-economic is a low parental educational attainment level which makes it more difficult for the principal to explain new educational programs and to involve parents in the educational development of their children.

South Morris is a section of the city of Morris, Southern State. Morris is a city of about 25,000 population. The most important occurrence in its recent history is the development of the hydroelectric plant during the 1950s. The influx of relatively well-educated nonsoutherners brought the school system into the twentieth century with a rush.

Dupont, in charge of operating the local hydroelectric plant, brought in many engineers and technicians. The Morris school board reflected their more liberal views. The area has a relatively low degree of urbanism, with a nearby city serving as the regional metropolitan center. Morris serves a population which is roughly 70 percent white and 30 percent black; the South Morris attendance area comprises 3,000 to 4,000 population. While there is some transience, South Morris apparently serves a relatively stable population. Although the district's population is down, South Morris's population seems to be maintaining its current level; West Morris is the growing geographical region.

In South Morris there are two large housing projects for the black population. Most of the blacks are employed as tenant farmers, workers at a local fiber glass plant, or workers at Pile National Electrical Parts Company. For blacks there are few white-collar jobs, much poverty, and many broken homes. Manchester estimates that functional parental literacy (above the third grade level) for blacks is 40-50 percent, with 10 percent totally illiterate. Manchester also estimates that about 40 percent of his parent population are being aided by welfare.

Whites in the South Morris area serve as (1) small store owners, (2) farmers, (3) middle-class, white-collar technicians. There is a small middle-class enclave in the South Morris Elementary School Area which has been the center of some concern to the school. Major conflicts in the South Morris area specifically and in the Morris District generally exist between (1) the new elite brought in by the hydroelectric plant (these people are referred to as the "bomb-planters") and the old aristocracy (referred to as the "pre-bomb planters"); (2) Morris people and North Saron people (who represent the posh suburban types); (3) blacks and whites; and (4) low socioeconomic status and higher socioeconomic status inhabitants.

School Setting

Morris County public schools are divided into four geographical areas. South Morris lies in Area I as one of ten elementary schools feeding into several junior high schools. South Morris Elementary feeds directly to the Johnson Junior High School, a seventh and eighth grade school; these students then go to Eisenhower High School for ninth and tenth grades. This high school building was originally constructed as the black high school for Morris. The senior high school, Morris High, formerly the white high school, now holds eleventh and twelfth graders. The school system has been unitary since 1967-68. According to Manchester and others, the former superintendent, Elmer Reimer, well prepared Morris for integration. Evidently there was very little racial trouble when schools were integrated. They have become a showcase for peaceful integration.

In addition to the public schools, Morris has one parochial and three private elementary schools. They educate only a minute portion of the total school population. A few parents see these private institutions as a refuge from integration.

The school was built in 1971. Manchester was designated principal before the architectural plans were completed. In choosing many of his teachers well before building completion, Manchester felt that both he and the teachers had effective input into the plans. The school, opened in September 1971, was designed from the beginning to be an open module, Individually Guided Education school. The principal's first staff choice

was the IMC coordinator. When the school opened, 500 children were expected; more than 700 enrolled that fall.

Currently the school has seven units, with unit 7 (Purple) being kindergarten and unit 1 (Orange) being sixth graders. Units 4, 5, and 6 are multi-graded, with reading levels 4 & 1, 5 & 2, 6 & 3, respectively. Each unit has between 110 and 120 children; kindergarten has 77 children (taught in two shifts of 36+ each). One through sixth grades enroll about 688 students. Thus the school has a total enrollment of 765 pupils. The kindergarten program is a Head Start program, with two teachers and two aides. Units one through six have four teachers and one aide each; in addition there is a remedial reading specialist, a music teacher, and a librarian.

The district organization places an area superintendent immediately superior to the school principal. Area superintendents are appointed by the district superintendent. An advisory council for each area is provided. The council is a lay board appointed by the district school board; this body is said to meet about once a week on discipline cases, school transfer cases, and on school construction issues. The seven members of the council hold their terms for one year. Since 1969 an eight-member county board has appointed the district superintendent. Prior to 1969 this position was filled through election, but a Peabody College study recommended elimination of this practice. For a period of time following the 1969 referendum, which approved the appointment of a superintendent by the school board, there were both an appointed and an elected superintendent serving simultaneously.

IGE IMPLEMENTATION

Even as an art teacher for eight years at the Johnson Junior High School, Manchester had been interested in teaching children in nontraditional ways. In 1969, he received a one-year instructional research grant at West State University. He described his feelings as slightly ambiguous: "I knew what we were doing was not right, but what else could be done?" He traveled to schools in nearby states with his grant money. With the onset of integration he and others saw how far apart seventh grade blacks and whites were.

At Johnson, Manchester's principal had been William Ward, who currently is area assistant superintendent, and an individual who has given much support to Manchester's progressive direction. After a brief three-month principalship at the Vergreen Elementary School (levels 4, 5, and 6), Manchester was selected as the principal of the yet-to-be-built South Morris Elementary School.

In December of 1970, Manchester went to State Capital, Southern State, for an IGE conference. Norbert Walls, then in the elementary school section of the state department of education in Southern State, had clued Manchester in to /I/D/E/A/-Kettering's IGE Awareness Conference. Manchester, Ward, and two teachers went to the conference. Manchester had planned an open school with some degree of individualization, and this conference solidified his direction. He had knocked out some walls in the Vergreen School, walls that have since been reinstalled. Manchester took some literature on IGE. At the conference, he was introduced to State IGE Coordinator Robert McMeyer. McMeyer talked Manchester into applying for this program. As a result of

this activity, in the spring of 1971 the principal signed a contract with the Southern State department of education to utilize the Kettering IGE approach.

In the spring of 1971, Principal Manchester went to the area council armed with elaborate charts and graphs and carrying the support of the council's chairperson. Manchester was given the go-ahead on IGE development.

As the principal was setting up his school staff, District Superintendent Elmer Reimer vetoed funding for necessary aides, stating flatly that "we cannot afford them." In fairness to the superintendent, none of the other schools were operating with county-paid aides. With but a few weeks before school would open, Manchester frantically tried to secure some aides; in his words, this was "panic time." Through Lowell Ray, head of state elementary-level education, and Robert McMeyer, the school received state Title 45 funding to hire three aides. Then the principal "beat the bushes" for parent volunteers, whom he utilized effectively until Christmas vacation. Subsequently, the school was granted Title I funds to hire three more aides, and the state provided resources for one kindergarten aide. Title 45 funding lapsed in 1973; the school was granted "Win Program" funding for three more aides. However, the school seems to be uncertain every year of where its aides are coming from.

IGE implementation in the South Morris Elementary School provides another example of decisions by the principal to implement a new educational thrust. Because of Manchester's initiative, South Morris was the first school in the district to be selected for IGE implementation. In the principal's words, "You have to do something and then explain it. You cannot have people vote on it."

Before Manchester had a chance to explain IGE, an unfortunate news release regarding the new IGE school in South Morris was unintentionally published right after the IGE contract was signed in that spring of 1971. This new direction was not greeted favorably. In Manchester's words, "The roof was not yet on the building and already people were criticizing it." Faced with a new structure (open school) and a new program (IGE), citizens in South Morris were not likely to be favorably impressed with the direction education was taking for their children.

In order to counteract the rumors and negative publicity, Manchester advertised for a town meeting with the area advisory council. Anyone could come, and parents were particularly encouraged to participate. The principal, the area superintendent, and the advisory council were present to field questions and display their charts and graphs. Four citizens came.

Manchester tried to inform the community informally about the new program. He attended Rotary Club luncheons, AAUW meetings, Jaycee get-togethers, and Lion gatherings. He would answer questions as people recognized him in the street or as they dropped by at the school site. The Sunday before school opened in the fall of 1971, an open house was held at the school. An IGE film, state department of education representatives, and IGE literature, plus other attractions like closed-circuit TV on which people could view themselves, were presented. The district superintendent was there to lend his support to the new program.

The week before school opened, school was open to all the parents. They were notified that they could come any time to see the structure and to discuss the program. The principal made it clear that parents are still welcome to see him or the building any time.

A favorable series of educational articles were run in the local newspaper, the Morris Standard. Manchester felt that this publicity was very important in creating a positive image for the school. The Morris Standard has continued to publish information for and about the school, and it continues to be supportive.

Every summer/I/D/E/A/-Kettering would hold workshops in State Capital for a three-day period. The area office reimbursed out-of-pocket expenses. Nine staff members attended the workshops, including the principal, IMC director, remedial reading teacher, and six unit leaders. The workshops were very intensive staff development sessions. Although they were held at a pleasant seaside resort, there was never any time for rest and relaxation. South Morris staff members uniformly reported that much substantive help was obtained at the workshops.

In June of 1972, a contract with the Wisconsin Research and Development Center for Cognitive Learning was formalized to develop the Wisconsin Design for Reading Skill Development at the South Morris School. The R & D implementors held a principal/unit leader workshop in June for the elementary school. They provided needed support to the budding IGE program, since /I/D/E/A/ did not provide consultants to the schools once a program had been established. The Wisconsin Design was fully operative for the 1973-74 school year.

Manchester involved his faculty and area office personnel in his decisions to proceed with open-school moduling and the IGE program. He picked his teachers, so a large degree of compatibility was assured from the outset. He developed an IIC which continues to meet one hour every Monday. His school is making every effort to implement IGE as it was intended.

No district in the state was allotted extra money to fund IGE development. The South Morris Elementary School received no dollars in addition to the regularly funded budget appropriate to a traditional school. Teachers made many materials; the principal scrounged for school hardware and expendables. He even had to overspend his budget in order to secure some of the necessities.

The principal made certain that all the available literature pertaining to the school's program was accessible to parents and staff. He talked at length with each new teacher, provided some with a filmstrip on IGE, and developed, for parents, an extensive fall meeting on every aspect of the program. Regarding parents, Manchester believes that they were most cooperative: "Parents let the school do its thing. Initially many middle-class parents (whites) would not listen to the benefits of IGE. There are many who are now dedicated converts." Discussing his role as IGE principal, Principal Manchester would like to "eliminate the formality between administration and parents. I'd rather be called the 'director of curriculum' than principal. The country people, however, still call us principals 'professor.'"

HOME-SCHOOL-COMMUNITY PROGRAMS

Currently, parent introduction to the IGE program and to the South Morris Elementary School consists of some or all of the following:

1. A tour through the school, complete with explanations of open moduling and the IGE program

2. A talk by Principal Manchester explaining the direction of the school's programming

3. A mimeographed sheet of the layout of the school

4. A "Student-Parent Handbook" welcoming parents to the school

   The four-page mimeographed handbook explains school policies about textbooks, bussing, the PTA ("South Morris Elementary has a very active PTA. Parents are encouraged to join this worthwhile supportive organization."), community services of South Morris (including the Booster Club, which sponsors a football team; scouting groups; other organizations meeting regularly at the South Morris School), and the grading system.

   Additionally, there is a brief introduction to IGE:

   We have joined hands with the [South State] State Department of Education to offer you the most exciting educational program in the Southeast. This program is new only to this area, for it has been in use in other areas of the country for many years. Now that the program has been perfected, we are pleased to present it to the people in our area. This program is called Individually Guided Education (IGE) and will be explained in more detail at future PTA meetings.

5. A pamphlet entitled "What Will IGE Mean for Your Child?"

   Put out by Kettering Foundation, this little publication simply and briefly describes IGE as follows:

   IGE is a natural way of learning . . . for children, young people, and even adults. In the literal sense, IGE stands for a well thought out educational program known as Individually Guided Education.

   IGE means that every child can now move through the world of his own learning in a productive fashion, learning what he needs to know when he's best ready to understand it.

   The student in an IGE school benefits by having a learning program developed to fit his specific needs, abilities, and talents.

6. A mimeographed sheet which explains the unit assignments, especially those assignments related to multi-age groupings

   It should be noted that at the intermediate level, there are three units (Blue, Gold, Orange) housing an equal number of fourth, fifth, and sixth year students. "Assignments are made on the basis of reading levels; REMEMBER: a level represents achievement not time."

7. The grading system spelled out on a separate mimeographed sheet

Grades of I (Improvement Needed), G (Good), and E (Excellent) are explained. There is a further note on the "I": An "I" on the report does not represent failure. It simply means that additional effort is needed in the area in which it is given.

When an "I" appears on the report a parent-teacher conference is strongly suggested.

8. The report card

The report card is, of course, a primary method of communication between school and home. The IGE grading structure is carried throughout the listed objectives.

9. PTA meetings

PTA meetings during the 1971-72 and 1972-73 school years proved to be very useful communicative devices. Interest was relatively high and parents were involved. Currently, the Booster Club has eclipsed the PTA as the vehicle for parent participation. At the start of each year, the PTA does provide a forum for IGE discussion and film presentation.

10. Parent nights

There are parent nights which provide an in-depth look into the IGE program. There was one per month during the 1971-72 school year; one every other month during the 1972-73 school year; currently (1974-75) there appear to be two or three a year.

11. Regular activities

The regular activities such as the Science Fair, the Christmas program, the talent shows, and the field days are indirect methods of exposing facets of the IGE program to parents and others in the community who wish to attend.

For faculty members, there are two additional publications that discuss IGE-related matters. A publication put out by the state IGE facilitator/coordinator's office entitled "IGE in Southern State: An Overview" presents a good encapsulation of the development of IGE in that state through the 1973-74 school year. Among other items, the publication details the four leagues into which all state IGE schools are divided.

A second publication is called the Southern State Memo and is a periodical publication dealing with school-community relations tips. Distributed statewide, the Memo compiles news and tip items from each of the IGE schools in the state. The publication provides a most useful vehicle for dispensing information about IGE programs on a regular basis.

In summary, interview respondents indicated no dissatisfaction with the level of communication or involvement in the IGE development or refinement processes. Much parent apathy seems to exist, and recruiting parents for any task has become difficult. The principal's personal contact to encourage them has been to little avail. They seem to rest easy with a strong leader. Racial and/or socioeconomic barriers may be the primary stumbling block to greater parent participation. Many of the parents are of

low income, on welfare, and are poorly educated. They may feel inferior to the better-off middle-class ranks, who have generally provided the parent leadership. There may also be some hositility generated by this distinction of wealth, social status, or race. Whether hostility, infericrity, apathy, fatigue, or lack of personal education is paramount, Manchester has had little luck in fostering genuine involvement by and communication from parents.

Even the students seemed to know the meaning of Individually Guided Education. One reply to the question "What does Individually Guided Education mean to you?" was the following: "Individually Guided Education is where you are tested, put where you belong; you stay there until you prove that you can do better."

School Groups and Activities

The research program is designed to get input on how well the school is communicating about what goes on at school. Primarily, student reaction and achievement provide the parents and community with the most immediate proof of effective (or ineffective) teaching and educational thrust. When the children are doing well, parents seem to be content--if not complacent.

Student Contract. Principal Manchester developed a student-teacher contract by which the student agrees to complete certain work and will, in return, receive certain considerations for having completed the work.

Code of Ethics. The Principal also developed a code of ethics for students. The student body athletic nomenclature is "Superhawk." Among the "Superhawk" ethical responsibilities are: (a) the need to settle arguments in a nonviolent way; (b) the necessity for being responsible for one's own actions; (c) the responsibility to show respect for others; (d) the value of self-reliance; and (e) the virtue of remaining cheerful, helpful, and honest.

School Newspaper. Roland also started a school newspaper. The students are assigned to be reporters. They fill out a "Gossip" and "News" sheet, information from which is printed in the newspaper. The student reporters are expected to cover every youth group meeting and to report on the goings-on at those meetings. One issue of the newspaper is published every six weeks. As much as feasible, the principal includes all current and future school information in these issues. It should be noted that the format focuses on each unit or level. Green Unit news or Blue Unit news tidbits are separately identified. The news is printed in very simple language, easily comprehended by the elementary student or barely literate parent. An attempt is made to include humor and interest in the articles.

The newspaper provides for informing students and parents of various events. For example, in one issue the Science Fair winners from the Blue Unit are listed. Additionally, information is given that informs parents about material under study for the Blue Unit. Through the paper, parents are given notice of community events which may be of value to them. Feedback received from respondents indicates favorable reception of the school newspaper.

Parent-Teachers Association. The PTA, as of spring 1974, had fizzled. The parent body is seen as quite apathetic. Only the same few faces were present at PTA functions during the last year. Members could find no one to take over the presidency of the PTA; as one teacher put it: "If there is someone who is willing to take on the job, I don't know about it."

The Booster Club. In 1971, a Booster Club was formed as a small group of parents affiliated with midget football and baseball. The Southern Education Association forbids interschool elementary sports. As a result, local businessmen sponsor the East Morris Hawks, essentially a student set of teams.

The schools allow the teams to use their fields and facilities. The Boosters produce a booklet with pictures of the students. A $5 charge is made to children who wish to join. There are two levels of players: midgets and bantams. Together there are about 160 children involved: players are from the third grade and up; mascots come from the kindergarten children; majorettes and cheerleaders come from the other students in the school. The coaches are drawn from the parent ranks; parents pay for costumes, boots, etc. A single event can bring out hundreds of parents, friends, and community people. Principal Manchester commented that he is always present, wearing his orange and black sweater (Hawk colors), and that he "goes politicking through the stands."

Scouting. The South Morris Elementary School is the sponsoring agency for two troops of Girl Scouts, two troops of Cub Scouts, and two troops of Brownies. Parents of school children run the troops. While teachers are not involved, South Morris school children are in these activities.

Church Groups. Church groups meet in the South Morris Elementary School building. Small churches of fifty to sixty members with no formal meeting facilities use the school, as do youth groups of larger, formally established neighborhood churches. Manchester's policy is to allow any meeting in which South Morris children are involved.

Notices. Individual teachers use notices to parents; but the principal believes that so many of the notices do not get to the parents that he rarely used them for schoolwide events.

Clubs. There is a Student's Tutoring Club in which the older students tutor some of the younger ones. This club is supervised by the reading specialist. She and the other teachers are very high on the use of students to help students. There is also a Mother's Reading Club which provides tutorial help to children in need of such assistance.

There are fifty fifth and sixth grade students who tutor second and third graders from 8:30 to 9:30 daily. All told, there are only twelve mother volunteers; and these are from the "better" families. Not enough parents come in despite the principal's encouragement. So, for the reading aspect of the curriculum, use of older students provides additional instructional hours for needy students.

Miscellaneous. Earlier reference was made to the Student-Parent Handbook and other items dealing with the IGE program. These pamphlets are very important in the overall communication strategy developed by the principal. Talent shows are presented in which each unit has fifteen minutes to develop some theme; these shows are compiled twice a year. The talent shows were apparently student initiated during the first year, and have been carried on as traditional. Field trips are used; however, the energy crisis of the spring of 1974 terminated them. These events are unit initiated. There are assorted flea market, bake sales, and party events which are unit initiated.

Conferencing, telephone conversations, and informal contacts are used as necessary. Teachers have found it very difficult to get parents to come in to talk with them, even when such a conference is necessary for the child's sake. Sometime in the fall, an open house is provided for parents to acquaint themselves with the structure and program of South Morris Elementary. There is a student government, initiated by one of the teachers; officers are chosen from fourth, fifth and sixth grades. Elections are held in the third month of school (November), usually on national election day.

Community Resources

The Morris School District funds a coordinator of volunteer programs, a service function available to all schools in the district. The program began with the Junior Women's Club of North Monroe. The two-pronged focus

of the project sought to secure the names of community persons who had specific knowledge or interests that might be used by teachers in class offerings, and to develop a core of college professional, college student, parent, and community volunteers and aides who could be made available to the schools. Each school is required to nominate a coordinator who discovers what teachers need, and who relays that need to the district coordinator. The Community Resource Subject Index states:

> The purpose of the Community Resource Program is to enable teachers to use resource persons to enrich the regular classroom curriculum with their knowledge and interests. There are also other valuable purposes for using these individuals in the classroom. There are instances in which they might actually teach a skill that the teacher is not qualified to teach. One of the primary uses of this program may be that of motivation.

There are also useful guidelines for utilizing the community resource person who is identified for a teacher.

The format of the Community Resource Subject Index uses curricular subject headings; under these, the name of the contact person is listed, along with a telephone number, notice needed, length of presentation, equipment needed, and area to which the person is available.

Volunteer services and volunteer children's aides have also been developed. The primary volunteer service divisions are (1) college aides, (2) adult aides, (3) Right-to-Read tutors, and (4) community resource people. The volunteer aide handbook states:

> Each volunteer is asked to participate in a training session. Particular emphasis is placed on professional ethics. Also discussed are such things as how to effectively reinforce learning, the problems of the disadvantaged, how to help with reading programs, how to use audiovisual equipment, and how to tell a story.

The Handbook on Volunteer Children's Aides is the training manual utilized in briefing the prospective aide. Part of the philosophy of the program is as follows:

> Classroom volunteers may serve as a link between the school and the community. In the classroom they become aware of the problems that the schools (principals, teachers and students) face. They are then in a position to interpret these in their communities. Still another goal of this program is to improve relations between the school and the community.

The services provided by the school district are available to South Morris Elementary School. The only question is the possible minimal utilization of the service. Perhaps the better question is, "Can this service be more effectively utilized by South Morris staff?" The concept is admirable and worth emulation elsewhere.

PROBLEMS AND CONCERNS

The final segment of the home-school-community relations research is concerned with identifying those concerns that have helped or hindered school-community relationships. This section reviews general concerns expressed by more than one respondent. No major issues were identified by any respondent. What appears below is a list of problems, none of which raises much visible fuss in the community.

Parent Apathy. The principal has felt at his wits' end on the issue of involving parents in school affairs. Except for the athletically focused Booster Club, nothing draws parents out anymore. Even when the report card was changed at the completion of the first year of school, very little emotion was raised on the issue. Of course, this might well be due to careful preparation provided by Manchester and the Area 1 staff.

Grading System. The district "A-B-C-D-F" report card is mandated. However, Manchester secured a sample of the IGE report cards issued by other school districts. After sampling sentiment of parents and securing input from the IIC and a study committee, a mimeographed report card was sent home to parents so that they could become familiarized with it. Despite some words to the contrary, no real public outcry ever developed on this issue, although there is some residual apprehension about the nontraditional grading system. The area superintendent was persuaded to go along with the new reporting system.

In the 1972-73 school year, the school used only the new report cards. According to one teacher, the school "bombarded parents with literature on the new report cards." The major problem relates to the "I" on the card; parents equated the "I" with failure. Additionally, they received some unfavorable reaction from the junior high school teachers; this amounted to very little.

Multi-aging. Multi-aging has been misunderstood by many parents, but no major outcry resulted. The school staff instituted multi-aging in 1972-73, but it did not seem to work out well with the upper unit, which contained several older students only biding their time until they could quit school. The concept is still in use in all curriculum areas of kindergarten and fifth grades.

Open School. Some faculty and parents have doubts about the efficacy of the open structure. Both the open school and the IGE programming thrusts caused some early misconceptions about the school. These misconceptions apparently have been cleared up. Parenthetically, other school administrators and faculties were jealous of South Morris throughout the planning stages and into the early years of operation. Both the principal and staff felt ostracized by other schools. At teachers' meetings, representatives from other schools would neither sit with nor talk with South Morris teachers. Manchester tried very hard not to compare IGE and traditional schools, not to be seen as putting down traditional curriculum and methodologies. There is still a residual effect of this initial unfriendliness toward the South Morris staff; but, in large measure, the animosity has been erased.

Bus Schedule. The bus picks up some of the children at 7:00 a.m. and returns them home close to 4:00 p.m. Many parents feel that this schedule is not suitable for elementary children. Thus far, the district has not seen fit to supply more transportation funds. The area and district superintendent offices say nothing can be done. Teachers are involved here because three teachers daily (on a rotating basis) are needed at the school by 7:45 a.m. to deal with the early arrivals.

Lack of Discipline. Some parents and faculty feel that there is not sufficient discipline at South Morris. Spanking is illegal, except for whatever minimal punishment the principal determines is appropriate. South Morris staff have the respect of the kids; one faculty member who spoke of the need for more discipline stated that "the kids love the school, it produces big changes in some kids who aren't used to positive staff attitudes." Manchester does utilize corporal punishment, but he does not try to create a restrictive attitude among the students. The stereotype of open schooling fostering undisciplined children dies hard; further, no specifics were mentioned which would lead one to conclude that lack of discipline is a serious problem.

Behavior Modification. The principal and his unit leaders tried to implement Glasser's "school without failure" behavior modification concepts. The well-behaved child received a reward of points to buy extra recess, reading time, free time, etc. Manchester's strategy was to talk to a few parents who as influentials would disseminate information to the rest. He has had little success at large meetings. His theory is: "Pump a few people full of sunshine and let them radiate." By and large, parents are waiting to see whether or not behavior modification is successful.

Junior High School. The most common concern of the sixth grader's parent is "What will happen to my child now?" Because they are aware of the traditional structure and the drug and crime problems that allegedly exist at the junior high level, many parents worry about whether IGE and open schooling will prepare the children to meet these new challenges. Would the IGE program prepare them well enough for the advanced work? One parent said, "If you miss the fundamentals you never have a chance to get them again anywhere in junior or high school curricula." Would the junior high teachers know where to place a child in the seventh grade curriculum?

During the last few weeks of school, the sixth graders have been restructured into traditional rows so that they will get a taste of the future. The principal feels that there is sufficient evidence in Morris schools to claim that his children do at least as well or better in the intermediate schools than do traditionally educated elementary students.

Staff Concerns. The faculty expressed several concerns; however, there appeared to be no detrimental faculty cliques. There was high morale, and the faculty appeared to be compatible. The following concerns were expressed:

1. the need for more voluntary or paid aides;
2. the need for more preparation time (some unit leaders teach all day);
3. the high pupil-teacher ratio in some classes (30:1);
4. a marked lack of communication between units;
5. some feeling on the part of some teachers that there was a lack of discipline in the children;
6. a feeling that some parents do not really respect teachers as professionals;

7. the utility of creating a free parent newspaper (current student newspaper costs 5¢) because parents are not yet attached to the school.

SUMMARY

The South Morris Elementary School is located in a relatively low socioeconomic status community, integrating rural blacks and whites with some middle-class whites. The definition of community seems to be fairly broad: parents are the focus of any school communications with the "outside world," but nonparent resources are utilized, and the school facilities are freely offered for community service.

Two-way communication between parents and school staff seems to be at a low ebb. The school has many channels by which to inform parents and the community; but apparent parental apathy has truncated the system's feedback network. While the principal seems to have effective if somewhat paternalistic control over the entire school operation, his faculty were and are heavily involved in decision making. Manchester actively strives to diffuse decision making into the units.

The South Morris Elementary School itself, without the IGE program or the open-space planning, has provided a sense of identity to a large section of Morris County that previously had no focal point around which to organize. By filling this identity void, the school has secured community support for its programs--as nontraditional and threatening as they may be to some. For the most part, parents seem to feel that their children are being well educated by the South Morris School. The very existence of the school has enhanced the reputation of IGE and open-module school construction in the Morris district. Because of the success of South Morris and other IGE schools in the state, other district schools are moving toward implementation of IGE.

Parental involvement in the school precipitously declined once the novelty of a new school wore off. Should the school be threatened in any way, however, one would anticipate that blacks and whites, lower and middle SES families, would move rapidly in support of South Morris.

Manchester has formed an effective teaching staff. Despite extremely low salaries, little realeased time for planning, and no district support for aides, South Morris is apparently viewed as an excellent elementary school.

VII

WOODROW WILSON ELEMENTARY SCHOOL

Implementation of IGE at Woodrow Wilson Elementary School occurred when the home-school-community environment was in a state of flux. Parents were demanding more accountable student growth from the school's educational program. A dynamic, aggressive principal replaced a rather old-style educator who had retired after more than forty years of experience.

Many parents wanted change in the school's instructional program. The area central office leadership represented its unhappiness and tried to appoint an individual who would mirror their concerns. Shirley Lee was appointed principal with a mandate to make student achievement more accountable, to individualize instruction, and to make school less boring. A cadre of influential people in the school-community environment was behind Lee. With the aid of additional resources from the state, she completed implementation of IGE at Woodrow Wilson with impressive gains in academic growth.

The demands of an articulate, politically astute school community coincided with the direction of behavioral objective-based curricula at the county and state level to foster a climate for change.

COMMUNITY BACKGROUND

Affluent Suburb is a wealthy suburban area with a population of approximately 20,000 inhabitants. Although there is no heavy industrial development in Affluent Suburb, there are several office complexes of top industrial companies. There are also several service-type industries--shopping centers and so on, as well as a variety of office buildings in or near Affluent Suburb.

Affluent Suburb is an expensive area in which to live. Several people said that the cheapest housing one might find in the area would start at more than $50,000 for an efficiency condominium. Affluent Suburb's population depends on a large city for its job base. At least fifty percent of the parents in the Woodrow Wilson school community work in government-related jobs. There is a demographic dichotomy in the population between old and new residents. There are several residents with long tenure in the community, and there are a great number of transient government-related families who move in for two or three years and move out. Affluent Suburb should be considered definitely a white-collar area with professionally oriented families.

SCHOOL DISTRICT BACKGROUND

Woodrow Wilson Elementary School is located in one area of the county school system. In an effort to bring the administration closer to the schools and cope with the largeness of the county, county school administrators have broken schools into four areas, each with an area superintendent who reports to the division (county) superintendent of schools. The division superintendent reports to an eleven-member school board made up of one member from each of nine magisterial areas, one at-large member, and a student-elected student member. Except for the student member, board of education members are appointed by the county supervisors from each area. In 1973, there were more than 136,000 students in the county system with an operating budget that year of over $177 million, including more than half a million dollars spent on staff development. Teachers and administrators are well paid, and the county system has an excellent reputation.

WOODROW WILSON ELEMENTARY SCHOOL

Woodrow Wilson Elementary School was built in 1913, and additions in the early 1950s and early 1960s enlarged the school to a six hundred-pupil capacity. The school is a traditional "egg-crate" structure with two wings that run off the office/library/cafeteria area.

Miss Gertrude Tilden was principal of Woodrow Wilson for over eleven years. Although she was not yet sixty-five years old when she retired in 1971, Miss Tilden had been in education for over forty years. Miss Tilden was known as being of the old school in her educational philosophies and practices. Concerns for accountability, objective-based curricula, and individualized instruction were foreign to her.

Beginning in the summer of 1970, rumblings of discontent with Miss Tilden began to surface in the Woodrow Wilson school-community environment. A letter to the editor of the local newspaper, critical of her traditional practices, appeared in the summer of 1970. There were community meetings at which the area administrators came in to discuss the principalship situation. Leadership of this group is hard to pinpoint. Some of the data suggests that the group might have been as large as forty or fifty individuals. It also appears that one person spearheaded the group. The parents who were disgruntled about the school's program were characterized as being younger, more progressive, and demanding more accountability from the school. At one point, the president of the PTA stepped in and told the division superintendent to indicate that though there were some unhappy parents, the PTA did not want Miss Tilden run out due to community pressure.

It was known by some that Miss Tilden was ill and was contemplating early retirement. However, the appointment of Shirley Lee as assistant principal in charge of instruction in December 1970, came as a surprise both to Mrs. Lee and to the teachers at Woodrow Wilson. According to county policies, the school was too small in pupil size to warrant an assistant principal. There seems to be little doubt that the area administration was responding to community pressure to do something about the instructional program at Woodrow Wilson. Mrs. Lee worked with Miss Tilden through the winter. In April 1971, Miss Tilden announced a June retirement and Lee was appointed principal.

Principal Profile

Mrs. Lee brought an interesting and varied professional history to the Woodrow Wilson principalship. She had previously taught in Pennsylvania. After she and her husband moved with their three children to the area, Lee had a brief hiatus when she chose not to teach. However, she was involved in civic associations as education chairperson and successively served as president of an elementary PTA and an intermediate PTA, and served on the county council of PTAs. In 1965, Mrs. Lee inquired at the county personnel office about state certification requirements. Her inquiry coincided with a problem teaching station in the district. Lee was asked to take a first grade opening where five teachers had been unsuccessfully tried in the previous month. While teaching for the next two years, Mrs. Lee got her M.A. as a district nominee to a local university scholarship program. In the next few years, Mrs. Lee taught in the upper elementary grades, did librarian's work, and taught a unique multi-age, nongraded class for the gifted. Her initiation into school administration came through an internship with the division superintendent.

Following her administrative internship, Mrs. Lee was selected as a master teacher to be on the district's staff development team at the end of school year 1970. At this time, the district was moving toward individualization of instruction, objective-based curricula, team teaching and multi-age grouping. The district's staff development program is made up of teams of master teachers in each area who go into a school for two weeks in order to help the staff individualize instruction.

With the encouragement of the area superintendent, Miss Tilden had requested that the staff development team spend two weeks at Woodrow Wilson Elementary School. Prior to the staff development team's visit in December, 1970, the area superintendent called Mrs. Lee in and told her that due to Miss Tilden's illness, Mrs. Lee would be made assistant principal in charge of instruction. This came as quite a surprise to everyone, since Woodrow Wilson's school population of 524 did not meet the district's requirement of 711 for an assistant principalship. The staff development team was brought in to coincide with the appointment selection. The area superintendent asked Miss Tilden to call a meeting of the faculty and staff development team. At the time, the area superintendent announced the appointment and stated that he did not know two more different individuals than Miss Tilden and Mrs. Lee and wished them luck in their coexistence.

In her defined role as assistant principal in charge of instruction, Mrs. Lee was cognizant of the boundary between those interested in changing the school program and Miss Tilden's traditional beliefs. The volunteer aide program that Mrs. Lee initiated in the spring of 1971 brought into school some of the people in the community who were anxious to get the school moving into a change sequence. For the first time, Mrs. Lee had teachers give their input into ordering materials. During this time, Mrs. Lee came across IGE literature and distributed it amongst the staff. The staff had identified the math and language areas as ones in which they wanted to attempt to individualize.

Initiation of IGE at Woodrow Wilson

Mrs. Lee attended a one-day IGE awareness conference in a nearby city in April 1971. After Miss Tilden announced a June retirement, Mrs. Lee was

named the next principal. Mrs. Lee made some personal contacts with the director of implementation at the Wisconsin Research and Development Center that day.

She went back to Woodrow Wilson and copied the material on IGE from the awareness conference. The material was passed among the staff during April and May. Just prior to school's closing in June, Mrs. Lee called a brief staff meeting after school and received their unanimous consent to pursue implementation of IGE at Woodrow Wilson.

Influential parents were kept aware of curriculum changes at school also. After Mrs. Lee's appointment in April, she asked the PTA to appoint a parent advisory council with representation from each of the attendance communities. The representational nature of the parent advisory council was a direct response to charges that the PTA was made up of an established clique. One of the members of the seven-person Parent Advisory Council was an individual in whose office an evaluation of IGE was being handled. After learning of the school's interest in IGE, he was quite supportive of the evaluation of the IGE program. It was probably also helpful that he is a University of Wisconsin graduate and knows the former director of the Center personally.

IMPLEMENTATION OF IGE

Mrs. Lee followed up her contacts at the R & D Center for inservice help. She was rebuffed by the director of implementation because her state did not have a working agreement with the Center. During the summer, Lee and three teachers were invited to participate in a principal/unit leader workshop in a nearby state at their expense. They drove thirteen hours to the conference and found that it had been cancelled by the state coordinator. Center implementation personnel felt an obligation to Woodrow Wilson Elementary School and broke policy by sending three implementation specialists in for a total staff workshop in September 1971.

Prior organizational changes helped usher IGE into Woodrow Wilson Elementary School. A volunteer aide program had been initiated the prior spring semester. The staff was working on continuous-progress behavioral objectives in math and language arts. Lee had some familiarity with the leadership potential in the staff. She had worked with a few Woodrow Wilson teachers in the area's summer school, 1970. Those teachers became the natural leaders in the IGE organizational plan. Influential parents were included in the three-day preschool workshop. Members of the Parent Advisory Council were encouraged to attend the staff sessions, and the PTA served lunch on the first day of the workshop. By the opening of the school in fall, 1971, team (unit) leaders and team makeup had been designated. Fall semester was used to gear up for implementation of the Word Attack part of WDRSD. Staff continued to refine their efforts to change language arts and mathematics over to a continuous-progress, objectives-based curricula. During this time, the county office came out with a set of objectives very similar to the work Woodrow Wilson had been doing.

Fall 1971 Contact with Parents

At the first PTA meeting in the fall of 1971, Mrs. Lee outlined the changes in the school program. She feels that the PTA people responded

favorably. Lee had been working with the Parent Advisory Council that had been appointed by the PTA. The makeup of that committee contained the influential president of the PTA, as well as the individual in whose office IGE had been evaluated. These people and others in the school community formed a base of influentials who could serve as able opinion leaders in the community. This leadership group knew the IGE system well. The PTA president had gone to three IGE briefings. He later said, "If IGE gave us performance, that's what we wanted."

Although the leadership group was well aware of IGE, the basic strategy for working with the general group of parents was to soft-pedal the IGE label. Principal Lee said this about her contact with parents: "It didn't come to them with the title IGE per se; it came to them with this is what we are doing for kids. So I never said we were going IGE per se. It fell into the county's thrust for individualization of instruction; it was never presented to them we're going IGE, no way."

The specific avoidance of a label designation seemed to work out well in the long run. Parents could have possibly misfocused on the label rather than what it was supposed to do for their child. Lee recognized this possible problem: "They would have been afraid of a label, but we just said this is what we are doing for your kids."

In an effort to open the school up to the community, Principal Lee initiated a series of coffees held at school. The coffees were held during school time on the first Wednesday of the month. This date became known to all and could be planned on. Parents later reported that Principal Lee's ability to speak forcefully in small-group settings was used to good advantage in these coffees. Parents who were questioning the program later felt that perhaps she didn't hear all of their objections.

There can be little doubt that Mrs. Lee came into Woodrow Wilson with a mandate for change from the central office, interested parents, and teachers. Although she always followed channels of command through the area and division office, she was not afraid to initiate structure and make decisions. One administrator later summed Lee's implementation efforts by saying "Principal Lee is dynamically aggressive, humanistic; she did all of the IGE negotiations; she consulted with the staff and used IGE as a vehicle for turning around the faculty." An unobtrusive vote of confidence for Principal Lee's first year might be the fact no teachers asked for transfers that year.

Spring 1972 Resource Model Application

Children in the county are tested using the SRA achievement pattern at the end of the fourth and sixth grades, and since 1973, at the end of the second grade as well. Test results reported in March of Lee's first year as principal indicated that approximately 36 percent of the children scored below graded level. The principal checked the school's population against the norming population and found that Woodrow Wilson children were equal or average when compared to county children. The district's director of research and testing tried to offer reassurances that the test scores were nothing out of the ordinary. However, two different forces seemed to coalesce at this point. Principal and staff were concerned that the instructional program was not meeting all of the children's needs. In turn, Mrs. Lee knew that Woodrow Wilson's instructional staffing pattern was not truly reflective of the IGE differentiated staffing model complete with instructional/clerical aides. Because of the county deadline of September 1971 for fiscal year budget submissions for September 1972 no relief could possibly be built into

Woodrow Wilson's operating budget until school year 1973.

The state had been heading toward an objectives-based, continuous-progress curriculum approach with their "Standards of Quality" mandate. Through talks on IGE to the superintendent's association and the state division of researchers, Principal Lee had created an awareness of IGE at the state level. This awareness and the need at Woodrow Wilson resulted in discussions with state department personnel on the possibility of using Woodrow Wilson and IGE as a resource model. The pilot program designation resulted in $13,000 which brought them consultants to monitor curriculum implementation, and inservice staff, materials, and an instructional aide. The resource model was planned as a three-year study. The purpose, from the state education department's point of view, was to test the effectiveness of an Individually Guided Education resource model in reading (Word Attack and Study Skills) and basic mathematical skills. The heart of the model would be the use of the Instructional Programing Model and varied instructional groupings based on student needs.

The resource model was funded for the full amount for school year 1972-73 and renewed each of the following two years at the funding level needed. Again, the rationale for the resource model was to fully meet the needs of all children. The net effect was to more nearly approximate the IGE staffing model and offer a sum of money that staff could use to buy new materials and receive inservice help.

Results of the pilot program are quite complementary to Principal Lee and the Woodrow Wilson Elementary School staff. They indicate that the target population showed substantial academic growth at the same growth rate as that of the entire school; as compared to an expected .5 to .6 growth rate.

One unanticipated result came out of the resource model plan. When the pilot program began, the county used the SRA testing program at the fourth grade level, which meant that intervention could only begin at the fifth grade. At the suggestion of the county's research staff, provision was made for testing all the children each year using the Stanford Achievement Test battery. Some staff complained later that they and their children felt pushed for academic results during the first two years of the pilot model. However, these concerns were never voiced at the time, and staff remained stable throughout the resource model period.

Spring 1972 and Bond Referenda Defeat

In April 1972, there was a fire at Woodrow Wilson Elementary School that damaged four classrooms in one wing. Plans were drawn up and presented to the county board of education to borrow $72,000 for the renovation. The motion to borrow money failed on a five-to-four vote. Principal Lee attributes the motion's defeat to one member in particular who "didn't do his homework."

Monies were promised out of the bond referendum that was going to the voters later that spring. Plans had been laid as early as 1970 for renovation of Woodrow Wilson Elementary School. The projected cost in 1972 was $600,000. Construction was to begin that summer with children in the new structure by January 1973. School bonds were part of a total county referendum which failed in the countywide election. Long-term residents of Affluent Suburb maintain that it was the first bond referenda defeat they could remember. Observers feel that monies were not specified to a great enough extent; they were not earmarked or advertised as going for a specific

area, but seemed to be marked for allocation according to board priorities. In turn, political maneuverings may also have caused the bond's defeat. One influential county supervisor not in Affluent Suburb got his supporters out against the bond and led the fight against the bond's passage.

HOME-SCHOOL-COMMUNITY RELATIONS PROGRAMS AND ACTIVITIES

Before turning to the second year of IGE implementation at Woodrow Wilson Elementary School, an analysis should be made of the school's program of home-school-community relations programs and activities (see Table 4). One needs to be careful to separate those activities and programs that emanate from the county office. The county sponsors a full-time school-community relations director whose job is to provide public relations services for the county's schools. His office coordinates many of the written communiques about different district-wide activities.

PTA. The first PTA in the county was located at Woodrow Wilson Elementary School in the 1920s. The PTA is the heart of home-school-community relations activity. It is governed by an active executive council which includes, besides the normal officers, the volunteer aide chairman, ad hoc committee chairpeople, and a teacher representative. The PTA's major function in the home-school-community environment is to serve as a forum for discussion of pertinent issues and also to raise money for the school. During the fall of 1971, they showed the One at a Time Together film at the first PTA meeting and discussed IGE implementation and how it would benefit their children. As is true in most PTAs, there is a nucleus of twenty to fifty families who are faithful supporters of the organization. Attendance is variable according to the program offered.

The PTA normally sponsors a Book Fair each year; the donations are given to the library to buy materials as they deem necessary. The Book Fair is normally held in November during Educational Week. One change that Mrs. Lee made in the distribution of funds from Book Week was to take the money donated from the proceeds and put it into the school's fund, rather than designate it solely for the library.

The PTA also sponsors the Back to School Night, usually held in October. After a general orientation, parents are encouraged to get out into the school to meet with teams and interact with teachers.

PTA Volunteers. Beginning in January 1971, Principal Lee started a volunteer program which later fit the IGE program well. This program has proved to be very popular. During the first year and a half of its existence, it undoubtedly served to allow parents who were wondering about the new program to come to school under the guise of doing volunteer work. PTA volunteers are given a specific task to handle, such as helping in the library, so they don't wander around wondering what to do next. During the school year 1972-73, about 150 people participated as aides, including parents, pre-student teachers from a local university, and AAUW volunteers.

PTA Fair. Beginning in 1972, a PTA-sponsored fair has been a culminating event for parents, children, and teachers in the spring of each year. Many schools have fairs in the county--it isn't specific to Woodrow Wilson. Observers agree that it served to build up school spirit. Everybody cleans out their attic to bring items to sell at the flea market. Parents seem to really assume leadership for this event, and several reported many good associations with the fair.

TABLE 4

WOODROW WILSON'S HOME-SCHOOL-COMMUNITY RELATIONS
PROGRAMS AND ACTIVITIES

Activity	Responsibility
PTA	Principal and Elected Teacher
PTA Volunteers	PTA Chairperson
PTA Fair	PTA Chairperson
PTA Art Volunteers	PTA Chairperson
Parent Coffees	Principal
New Parent Night	Principal
AAUW Aides	Principal
Printed Material	Principal

PTA Art Volunteers. Volunteers who work specifically with art instruction in the school are also coordinated through the PTA. The art volunteers were started as a result of a budget cut taking art instruction out of the elementary schools. Woodrow Wilson parents were in the forefront of an organized lobby group responding to the budget cut. These parents were primarily mothers of children in the school who had a talent or interest in art; they wanted to see art instruction perpetuated in the school. The superintendent mandated that the art aides needed training prior to classroom entry. The district's art curriculum specialist has trained more than five hundred art aides in the last three years countywide. The art aides arrange a schedule with the teachers so that children get art instruction once every two weeks. More than fifty parents participated in the art aides program at Woodrow Wilson the first year of the program. In school year 1973-74, approximately fourteen art aides participated faithfully; four of them had art degrees.

Parent Coffees. During Mrs. Lee's first full year as principal, she initiated parent coffees, which were held the first Wednesday of every month. Other principals in the district have held or now hold parent coffees and the idea did not originate at Woodrow Wilson. However, the coffees served as a springboard for discussions about IGE, particularly during the school year 1971-72, the first year of implementation. Several parents said that Mrs. Lee circulated among the parents and chatted for a while, but then the coffee would focus on a particular topic or question with Mrs. Lee leading the discussion. Parents who stayed were encouraged to stay for lunch with their child.

New Parent Night. Each fall after the children new to the school had been tested, Mrs. Lee hosted a New Parent Night to give them their child's test scores and discuss the school's program. This program began in 1972 and continued in 1973, but has since been discontinued. Principal Lee reported that there was good discussion about the program and how it would benefit their children.

AAUW Aides. Principal Lee asked the local AAUW Chapter to consider a tutorial program as a possible community service project. They began work in 1972 and worked primarily in one-to-one or small-group situations with the children, normally focusing on reading.

Printed Material. There is a plethora of printed material generated by both the school and the county's school-community director. Of most importance, probably, is the parent's handbook, which is sent home each fall. Included in the handbook are the rules and regulations, important dates, and peculiarities of the school. The school also sends out several mimeographed notices each year, which are usually sent home with the child. Some parents complained that there were too many notices and that PTA programs were announced with little prior notice. The school makes good use of their luncheon menu because they also include dates on the menu, which is sent home to announce the monthly fare.

1972-73: Second Year of IGE at Woodrow Wilson

School opened in the fall of 1972 with no changes in staff. Teachers had finished a full year of IGE implementation in 1971-72, and with no changes in staff, this allowed the staff development sequence, as Principal Lee said, to "really move in on the implementation of IGE." The resource model was funded for a second year, which added $10,000 to the school fund. Staff was able to request materials and resources from that fund, and inser-

vice consultants were brought in to help with the implementation of new curricula.

Volunteer aides were brought to school, particularly in the fall, to check tests and papers and collate and check materials related to curriculum development. The aides--especially the AAUW aides--were also put into an instructional role, to work with the identified children in the resource model. They stressed two curriculum areas, math and reading. Some teachers felt that the social studies and science programs were neglected in the emphasis on reading and math. However, it was clear that the principal generated enthusiasm and drive for mastery on academic skills in math and reading.

There were some who criticized this overemphasis on academic achievement. The New Parent Night, discussed earlier, was one time in which Mrs. Lee evidently had to take some sharp questions from parents who felt that their child might get too much testing. However, it did not seem to be a severe problem.

The monthly parent coffees became a focal point for discussions about IGE and the continuation of implementation. They again served to bring out those parents who might be questioning or wondering what was actually going on in the school. As their schedule allowed, staff members could attend the coffees. The coffees were held in the morning, so few if any staff members were free from teaching duties to attend the functions.

One new activity started in school year 1972-73 included the school, parents, and the community. Mrs. Lee and the staff agreed that a few of the children were lacking in discipline, particularly during the lunch hour. In a few cases, children were forbidden to eat lunch in the lunchroom until their parents had come in and had lunch at school. As a part of the school opening up to the community, parents were invited in to have lunch with their child during National School Lunch Week also.

PTA Focus on Renovation

Following the failure of the bond referendum in 1972, the principal and the PTA sponsored several sessions with the school architect about the plans for the school. County specifications were readily available for all interested to view. Renovation for Woodrow Wilson had been planned as early as 1970. The county had initiated a policy of building flexible space schools. They did not build or renovate existing buildings in the "egg-crate" style.

The Principal's Advisory Council spearheaded continuing architect-parent discussions. In the spring of 1973, a vote was taken among parents concerning the proposed design of the school, with flexible space winning out. Staff also had an opportunity to review the specifications and make suggestions for space utilization. Several parents later said that they felt that the central office personnel, particularly the assistant superintendent for construction, came to the discussion with their minds already made up and did not come to solicit advice but rather to inform.

The spring 1973 bond issue passed in the countywide election. The county administrators specified five schools which were to be affected by the increased monies; Woodrow Wilson was one of them, and people got behind the bond issue without the strong organized opposition that had occurred in 1972.

The building program was to start over the summer, but one major decision needed to be made before school could start in 1973. Parents were

asked to decide whether they wanted their children to be bussed to other schools or whether they could put up with having instruction take place in portable trailers behind the school. Parents responded overwhelmingly that the trailers would be okay, as long as it would be for a short period of time.

School Year 1973-74: A Snapshot

Before addressing the issues generated by teachers and parents at Woodrow Wilson Elementary School, a highlight of the school year 1973-74 could add some final data to this analysis.

The resource model was funded for a second year after the first year's results indicated that, schoolwide, a mean jump in percentiles of twenty points had occurred. Staff implemented the Wisconsin Design Study Skills program during 1973-74. There were no transfers in staff. One additional staff member was picked up as a result of increased attendance. During 1973-74, Woodrow Wilson started gaining students with transfers from private schools and from families moving into the area--partly because of the school's good reputation.

Mrs. Lee was granted a half-year sabbatical during spring semester 1974 to complete her doctorate. Her replacement was a former teacher in an area school. To a secure, experienced staff that liked Principal Lee's style of leadership, the replacement seemed inexperienced, weak, and unable to make a decision. Parents were also unhappy about the replacement and wondered if he would continue or if Mrs. Lee would be coming back. The replacement was saddled with questions and complaints about the addition to the school and the children in trailers. At one point, the primary unit threatened to ask for a transfer if he remained. A decision was made to replace him, whether or not Mrs. Lee returned. Mrs. Lee moved on to an intermediate principalship on the nomination of the division superintendent.

The renovation was scheduled to be completed by May 1975. Parents were justly angry over the delays and continued time in the trailers and were looking at the flexible space structure with some apprehension. An analysis of the issues and overall style of conflict resolution might facilitate discussion of the concerns of the Woodrow Wilson school-community environment.

ISSUES

Overall Style of Conflict Resolution

There are several instances in the last five years of school-community history at Woodrow Wilson that indicate that there are several power centers in the community typical of a pluralistic environment. The group that favored removing Miss Tilden, the former principal, was an ad hoc group which dissolved. The change-oriented individuals who first served on the Parent Advisory Council when Mrs. Lee took over did not continue in their leadership roles. Parents who added their complaints about an incompetent teacher (who was not renewed) were not part of a formal group, but came forward about the specific issue.

Moreover, one should also note that several instances were cited by school and community people when they made conscious efforts to cut through

the red tape to get to the key decision maker. When the PTA president wanted to make a request, he had lunch with the division superintendent rather than channeling his efforts through the area office. Although she would follow channels of communication, the principal might also lobby board members or key decision makers on a pet project or important decision. It is not unusual to find a community skilled at political manipulation when so many of its residents depend on the government for their livelihood.

Renovation/Trailers/Fear of Open Space

The history behind the April 1972, fire and the delays due to failure to secure board passage of the loan and then the 1972 bond failure have been highlighted before. Prominent members of the Woodrow Wilson school community did not support it. In fact, the president of the PTA testified against the 1972 bond issue primarily because he felt allocation of the funding was not spelled out in great enough detail. The main vehicle for 1972 bond opposition, besides the county politicians' group in another section of the county, was the CFCA, the Concerned Federation of Civic Associations, a group quite active in monitoring school fiscal transactions. They can marshall accountants and economists to analyze the county's proposed budget. The net effect of the bond issue's defeat, however, was to delay the starting of complete renovation of the school.

The county superintendent initiated a policy and program of building elementary schools designed with flexible space. Plans had been made as early as 1970 for further renovation of Woodrow Wilson; it would be "further renovation" because Woodrow Wilson had added a wing onto its structure in the early 1960s. Attempts had been made to include parents in the discussions about the school renovation. Parents had complained, as had been mentioned earlier, that it was essentially a one-way style of communication--the architect bringing out plans for them to review--rather than developmental planning, asking what kind of structure parents would like to have for their children. Renovation plans were finalized at the well-attended spring, 1973 music program, which was proceded by a final discussion led by the assistant superintendent for construction.

Renovation did not start until well after the 1973 bond issue had been passed, due to the typical series of problems a building program can run into. However, in the interim, Woodrow Wilson parents had decided to keep their children at the school site to be housed in portable trailers until the renovation was completed. A tacit understanding seems to have existed that the discomfort of trailers would last only a short time. Parents were initially upset about having to pay good tax dollars to have their children in trailers. They became more upset at the delays and misinformation about when the building would actually begin. Finally, several parents really became upset when the extent of renovation became known.

Woodrow Wilson parents seemed at best skittish, or at worst, actually hostile to the concept of open space. The nearest elementary school, Bolling Road, had just been through a disastrous open-space period. The Bolling Road principal evidently more or less decreed that the walls would be knocked out over the summer and had moved staff and students into the "renovated" structure without any preparation. By the end of the first semester at Bolling Road, parents were in an uproar. The Bolling Road experience weighted heavily in the recollections of Woodrow Wilson parents. During spring semester 1974, while Mrs. Lee finished her doctorate, the substitute principal made

an effort to get parents to visit successful flexible space schools. However, several parents associated open space with permissiveness, a lack of discipline, and a movement away from concern for academic subject matter.

Teachers were, by and large, looking forward to the new structure and were making every effort to prepare curricular material to fit the new space. Many saw it as the logical extension of the individualization of instruction they had been striving for. Staff, in general, wanted to encourage a wait-and-see, give-us-some-time-to-work-it-out attitude when they moved into the new structure. Certainly part of the attitudes that emerged in concerns about the new open-space design were part of an emotional set that made discipline a much discussed topic as well.

Discipline

First, it should be emphasized that the concern for discipline was not only at Woodrow Wilson but was countywide. In a county survey of parents conducted in 1974, 83 percent of the parents returning a survey indicated at least approval of the schools in general. However, the most frequently nominated concern of the parents in the county was the lack of discipline in the schools. This concern came out very often among parents at Woodrow Wilson.

Teachers could and did cite examples of poor discipline on the buses, noisy halls, and lack of respect for teachers. This concern for discipline has simmered over the last five years. Lee had instituted a policy of having parents eat lunch with their child, but this had been used in only two or three cases. The substitute principal attempted to make improvement of children's self-image his program while he was principal in Lee's absence. The final PTA meeting in spring 1974 was organized around the topic of discipline. Seven parents, four teachers, and the substitute principal showed up for that meeting; there was some discussion, but no resolution of the issue. One has to question whether discipline was that wide a concern in the Woodrow Wilson area with that small turnout.

SUMMARY

Change sequences begin with the initiation of a felt need to change. That felt need existed at Woodrow Wilson Elementary School and the old-style principal was not able to respond. Implementation of IGE at Woodrow Wilson coincided with county and state thrusts for more accountable school programs. But Principal Shirley Lee capitalized on the desire for change among the central office personnel, the parents, and the teachers.

Woodrow Wilson Elementary School is a fascinating study of school changeover, dynamic principal leadership, and a pluralist school community in a turbulent, fast-paced, high-expectancy district.

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